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1922-23

ANNUAL REPORT  
ON  
ADMINISTRATION  
OF CHOSEN  
(1922 - 1923)

COMPILED BY  
GOVERNMENT-GENERAL OF CHOSEN  
KEIJO, December, 1924

*With the Compliments of*

*The Government-General of Chosen.*

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H. E. Baron Saito,  
Governor-General



H. E. Mr. Ariyoshi,  
Administrative Superintendent  
UNIVERSITY OF WISCONSIN





New Government-General Offices, Keijo



City of Keijo (Seoul)



# FOREWORD

Since the establishment of the Government-General, by which a permanent foundation for Japanese rule was laid, conditions in this country have undergone a complete transformation, and, in especial, industrial and economic interests have made so marked a development that advance in the popular welfare, both intellectual and material, has also been very great. All this is a fact fully recognised by the outside world. It was found, however, after the lapse of ten years or so, that not only had some of the institutions and measures, once pertinent and effective, fallen out of date, but that initiation of many new enterprises was required to meet the actual needs of the peninsula. Seeing the time was ripe for the introduction of radical reforms in the administration, plans were being elaborated to that end when, in March, 1919, disturbances broke out in various parts of the country and arrested the execution of the contemplated reforms. Nevertheless, no sooner was tranquillity restored than the home Government instituted in August of the same year an extensive reorganization of the Government-General in accordance with the Imperial Rescript promulgated at the time. The new Governor-General on his arrival at his post made announcement of the five principles by which he would be guided in effecting the administrative reforms, viz., stability of public security, diffusion of fuller education, development of productive industries, adjustment of communications and sanitation, and revision of the local system, that solidity might be secured for the basis of a liberal government in keeping with the current of universal progress. Three years and a half have since elapsed, and though much cannot be expected in so short a period, it should be noted that the Government-General, by undertaking various cultural works more suited to existing conditions in Chosen, and by conducting scientific inquiry into matters requiring a far-reaching plan, has advanced steadily toward realization of the new State policy, and that, while the struggle by all nations for recovery from the lingering aftermath of the great War is still going on, it is continuously furthering the culture and fostering the resources of the Korean



masses, and above all striving for harmony and co-operation between the Japanese and Korean peoples in the hope of thus attaining the grand aim of the annexation and of contributing to the permanent peace of the Far East.

The progress experienced in every branch of administration up to the end of the year under review is described in detail in the following pages.

# INTRODUCTION

---

## 1. History of Administration

For many centuries Chosen was more or less tributary to China, and her people did little towards development as a nation. The rise of the Yi Dynasty some five hundred years ago proved the starting point for an era of government corruption in its very worst form, and the country sank into such utter chaos and ruin that, long before Japan actively interfered in her affairs, no vestige of a dividing line between Court and Government was to be seen; her financial condition was hovering near complete bankruptcy, and her officials were so divided amongst themselves that they lacked all power to formulate any well-defined and stable foreign policy, so that opportunism came to be their sole guide. All culture was lost; industry was at its lowest ebb; and the life and property of the people was in constant danger. These conditions not only threatened the very foundation of Chosen and the welfare of her people, but constituted the cause of unrest in the Far East, and a menace to the safety of Japan, so that Japan had finally to fight for her life and stake her all on her Chinese and Russian Wars.

This menace to her national existence led Japan in 1876 to induce Chosen to sign a treaty of amity and commerce with her, and to urge her to take up a progressive attitude more in accordance with the spirit of the times, and her example being followed by various other countries Chosen at last took on the semblance of an independent country. Japan continued to stretch out a helping hand to Chosen in her struggle for development and enlightenment, and even the disturbances of 1882 and 1884 found her still patient and only desirous of giving help to the men of light and leading in the sorely distracted country.

China, however, seized the opportunity to bring more and more pressure to bear on Chosen, and when the disturbance of 1894 broke out sent her troops into Chosen in disregard of the treaty of Tientsin under the pretext of restoring order in her dependency, thus threatening the safety of Japan. War between China and Japan at

once followed, one result of which was the signing of a temporary offensive and defensive alliance with Chosen, it being expressly conditioned that Chosen made reforms in her government, and the recognition by China of Chosen's complete independence.

Factions in Chosen scrambling for power still continued their intrigues, and some of the higher officials frustrated all hopes of reform in the government by planning a political change with the help of Russia. Having on her part gained a strong hold on Manchuria as a sequel to the Boxer trouble in China in 1900, Russia showed herself by no means reluctant to take a hand in the game, and, putting pressure on Chosen, quickly succeeded in getting a strong grip on important ports in the south of the peninsula, thus securing a commanding position against Japan and renewing the threat to the peace in the Far East. Fortunately, through the war which followed in 1904, Russia lost her hold on the Far East, and it was plainly seen that Chosen, having suffered for many weary years from the misrule of her leaders and the despondency of her people, was quite unable to manage her own affairs and attain her full and proper development. So Japan, to overcome the menace to the lasting peace of the Far East, to ensure the safety of herself, and to promote the welfare of Chosen, thought it better that Chosen should submit to be guided by her, and in February, 1904, signed a protocol with Chosen in which her independence and the integrity of the Korean Imperial Household were fully assured, and Chosen promised to follow Japan's advice in carrying out reforms in her government.

In August in the same year, Japan, thinking the most important thing in Chosen was the adjustment of her foreign relations and improvement in her economic conditions, signed an agreement with Chosen in which it was stipulated that Chosen was to receive advisers on foreign affairs and economic conditions recommended by Japan.

As the agreement between Japan and England and the Treaty of Portsmouth between Japan and Russia, both signed in 1905, more definitely than ever recognised Japan's special interests in Chosen, Japan, in order to carry out the guidance of Chosen more effectively, signed a new agreement with Chosen in November in the same year, by virtue of which Japan took in her hands the direction of the foreign affairs of Chosen and appointed a Resident-General. Foreign countries concerned recognised this agreement, and in this way Japan made solid the foundation of her protectorate over Chosen.

In February, 1906, Japan closed the Japanese Legation at Keijo

and established the Residency-General, and the legations in Chosen of various foreign countries were also reduced to consulates one after the other. Marquis Ito was appointed Resident-General and, while attending to the foreign affairs of Chosen, encouraged the Korean Government to disentangle its affairs from those of the Court, and caused many Japanese to be appointed to high offices in the government. He also strove to induce effective reforms in the government, and especially strove for progress in industry, education, engineering works, and so forth.

It was not easy, however, to extirpate at once all the deep-rooted evils besetting Chosen, and there were still many Koreans who refused to see the good intent actuating Japan, and these started an anti-Japanese movement which culminated in the assassination of Mr. Stevens by Korean malcontents in San Francisco in March, 1907, and the dispatch of a secret messenger by the Korean Emperor to the Peace Conference at The Hague in June in the same year. Marquis Ito, therefore, deemed it necessary to make closer the relations between Japan and Chosen by amending the agreement signed between them, and greatly strengthened thereby the hold of Japan on her protectorate. The number of Japanese officials in the service of the Korean Government was increased and the highest offices were opened to them, the reform of the government was effected, the enactment of laws and regulations supervised, the independence of the judiciary from the executive aimed at, and money free of interest and for an indefinite period was loaned to the Korean Government to enable it to meet the increasing expenditure incurred by the expansion of administrative affairs. But even so the financial and economic condition of Chosen was too weak to meet fully the expenditure of the Government, so Japan took over all juridical affairs and prisons in July, 1909, and police affairs in June, 1910, and by so doing provided the more effectually for the protection of the life and property of the Koreans and of the foreign residents in Chosen.

In spite of this, peace and order in Chosen were not completely assured, for insurgents in the interior were continually threatening the life and property of the people. Prince Ito, the former Resident-General, was assassinated in Harbin, and an attack was made upon Premier Yi in Keijo, and the Korean people in general lived in a continuous state of alarm. A decisive step had to be taken, and that too without delay. This necessity had for some time past been seen by the men of light and leading in Chosen, and one great political

party, the most progressive and most representative of public opinion, began earnestly to advocate the union of the country with Japan, and at last presented a memorial emphasizing the necessity to the Korean Emperor, the Korean Government, and the Japanese Government.

Thereupon the Japanese Government seriously considered the matter, and, seeing that the opinion of the Korean people turned for the most part in the same direction, began to negotiate with the Korean Government in August, 1910, for the amalgamation of Japan and Chosen, and the Korean Government being convinced of the expediency of the step, recognised also by the Korean Emperor, the Treaty of Annexation between Japan and Chosen was peacefully concluded on the 22nd of the same month.

The Treaty consists of a preamble and 8 articles providing for the transfer of the Korean sovereignty, the treatment of the Korean Imperial Household, the protection of the life and liberty of the Koreans and the advancement of their welfare, and the appointment of Koreans as officials. On the 29th of the same month, when the treaty was published, the Japanese Emperor and the former Korean Emperor respectively promulgated their rescripts, admonishing their people to conform to the spirit of the annexation, and Count Terauchi, the Resident-General, issued an instruction to the people expressing his policy for the future.

As the result of the annexation of Chosen the treaties that Japan had concluded with other powers automatically embraced Chosen also, making void all the treaties signed by Chosen with her treaty powers, but Japan sent a manifesto to her treaty powers announcing that the annexation had been prompted by absolute necessity, but that their acquired rights would be duly respected, especially with regard to the existing Customs which would be left as they were for the next ten years, and all the treaty powers of Japan gave recognition to her announcement.

Upon the conclusion of the treaty of annexation the Japanese Emperor accorded the Korean Imperial Family and near relatives the treatment due to the Japanese Imperial Family, and settled on it the same amount of money annually received by it prior to the annexation for its maintenance. An office was established to attend to the general and financial affairs of the Household; some members of the Royal Family and others who had rendered great services to the State were made peers in accordance with the regulations relating to the new Korean Peerage Law; the sum of 30,000,000 *yen* was



donated by Imperial bounty to Chosen, of which 17,000,000 *yen* was distributed among the provinces as a perpetual fund for the financing of undertakings affording means of livelihood, educational works, and relief works, and 4,000,000 *yen* was funded for such charitable works as the relief of the poor and those suffering from mental diseases, the education of orphans, blind, and deaf-mutes, and the care of helpless wayfarers found sick on the road; varying amounts of money were awarded to peers, meritorious persons, officials of the old Korean Government, old men, dutiful sons and daughters, virtuous women, widows, widowers, and disabled persons; exemption was granted from various kinds of taxes; and a general pardon was extended to convicts. Thus the new Japanese subjects, moved by the exceeding graciousness of the Japanese Emperor, came to rely confidently upon the Japanese authorities, and their old suspicion being dispelled began to pursue their ordinary vocations with minds well content and at peace.

For the administration of the newly acquired territory the Japanese Government established the Government-General, and entrusted the Governor-General with the command of the army and navy garrisoning it. Control of all the administrative affairs was given him so that a simple yet efficient working system might be evolved out of the complicated one of the old government, the police were brought under a gendarmerie-police system under the direct control of the Governor-General, and as advisory organs there were appointed a Central Council in Keijo and Korean Councils in the provinces and districts. In the eleven years that have since elapsed the officials charged with the administration of Chosen have done their duty in conformity with the spirit of the annexation, which aims at the development of the peninsula and the welfare of the people, and have worked hard to adjust the financial and currency system, improve the tariff system, amend the local administrative system, define the competency of the judiciary, extend education, encourage industry, develop the means of communication, put sanitation on a proper basis, secure the public peace, and so forth. That their labours have set Chosen fairly in the way of development is shown by present actual conditions in the peninsula.

Great as the improvement effected in the administration of Chosen was, the change in the spirit of the times following the Great European War demanded a re-adjustment of the administrative system, and though this could not be done at once owing to the

outbreak of the independence movement in March, 1919, it was duly carried out in August, 1919.

The main points of the reform lay in the appointment of either a civil or military official as Governor-General, the change of the gendarmerie system into that of an ordinary police system, the ensuring of non-discrimination between Japanese and Koreans, and the raising of the Korean people to the same standard as that of the Japanese by means of a cultural policy. Details of this reform are given in the next chapter.

## 2. Reform of Government Organization and its New Policy

### (a) Introductory

Though for a time prevented by the so-called independence agitation in 1919, the contemplated reorganization of the Government-General in Chosen became an accomplished fact in August of the same year. Among the various reforms introduced, the most significant was that the post of Governor-General, hitherto open to a military man only, was thrown open to all, and next was the adoption of a proper police system similar to that in vogue in the homeland, thus superseding the former system which had gendarmes as its main force and was subject to much adverse criticism abroad. In a word, everything done was in the direction of obtaining the reality of a liberal government by civilians. Mr. Hara, the premier, in announcing these important reforms, declared it was the Government's intention to do its best to secure all the benefit possible from them, and by so doing raise Chosen to the same level as Japan itself.

On the 12th of the same month, Baron Saito and Dr. Midzuno succeeded General Hasegawa and Mr. Yamagata as Governor-General and Administrative Superintendent of Chosen. The new Governor-General, on assumption of office, made announcement of the new administration to the whole country, and then summoned the provincial governors to Keijo to give them instruction on his new policy. He stated that an enlightened and righteous administration would be established in the peninsula in obedience to the august wishes of His Majesty, and urged both officials and people to united efforts for the achievement of the ideals set forth in the Imperial Rescript.

The essential points aimed at were briefly as follows:

- Stabilization of peace and order.
- Deference to public opinion.
- Abatement of officialism.
- Renovation of administration.
- Facilitation of general living.
- Advancement of popular culture and welfare.

And to accomplish these points definite plans were drawn up regarding the following:

- Non-discrimination between Japanese and Korean officials.
- Simplification of laws and regulations.
- Prompt transaction of State business.
- Decentralization policy.
- Revision of local organization.
- Respect for native culture and customs.
- Freedom of speech, meeting, and press.
- Spread of education and development of industry.
- Reform of police system.
- Expansion of medical and sanitary organs.
- Enlightenment of the popular mind.
- Advancement of men of talent.
- Friendly feeling between Japanese and Koreans.

On the 12th of June, 1922, Dr. Midzuno was invested with the portfolio of Home Minister, and Mr. Ariyoshi, Governor of Hyogo Prefecture, succeeded him on the 15th as Administrative Superintendent.

#### (b) Deference to Public Opinion

It is needless to say that a thorough understanding between the government and the public is the most essential thing in any administration. Since the disturbance in 1919, however, there have been not a few Koreans still showing themselves dissatisfied with the Government-General and its policy, chiefly from their non-comprehension of the true idea governing the Japanese rule. The new Governor-General, therefore, deemed it expedient to convene a meeting of local representative men that the popular misconception might be removed and the purport of the administrative reforms fully understood. With this object in view, such men were invited to Keijo on September 20, 1919, from all the provinces to bring them to a real understanding of the new State policy and to hear their

unreserved views on the administration. The meeting lasted for a week with an attendance of 51, and proved helpful in the promotion of better relations between the governing and the governed.

During 1919 and 1920 Government secretaries were frequently sent out with the mission of closely observing the condition of the people. They came in contact with prominent persons in different localities and gathered from them their frank impressions and opinions of the new régime, and also visited local offices to investigate the actual results of their administration. It was found, however, difficult to produce the effect desired since these officials could be released but seldom from their major duties, so five secretaries were specially appointed from among Korean executive officials to make careful observation of local conditions and ascertain the popular sentiment. They constantly tour the interior, and by coming into personal contact with the masses probe their conditions, sow the seeds of moderate ideas in their minds, and endeavour to enlighten the rising generations.

Under the old régime the issue of newspapers was limited to those few already in existence, and it was practically impossible for anyone to start a new journal, but such restriction being thought unnecessarily severe and too great a preventive to a full expression of public opinion, permission was given from December, 1919 onward, for the publication of several new daily papers by natives or by Japanese. Restriction on public meetings was also much mitigated, and even political meetings, the holding of which was formerly absolutely forbidden, were permitted in certain circumstances. Freedom of meeting being thus generally recognised so far as it was not inimical to the public peace, associations of every description have since sprung up and number at present 3,000, some of which are of a purely political nature. Meetings are held by them everywhere and almost every day, but comparatively few of them are reported as having been ordered suspension or dispersion by the authorities.

As the highest Korean consulting body the Central Council is convened several times a year to deliberate on the various administrative measures presented to it by the Governor-General. In April, 1921, reform was made in its organization by which the title of its members was changed, their treatment improved, restriction on their voting power withdrawn, and their term of service determined. At the same time influential men from every province were selected so as to make the institution representative of the entire country.

The Korean councillors in the provinces, whose duty it is to give advice on provincial affairs when asked by the governor of their province, had never once been called to a conference in Seoul to submit their opinions direct, so a new departure was made by convening a meeting of these officials in June, 1920, to acquaint them intimately with the object of the new government policy and to exchange views on local administration.

There exist in the Government-General several investigating committees which have direct or wide influence upon the interests of the people, their members being appointed not alone from the official class but from private citizens. Among such committees are the Engineering Committee, the Committee of Korean Civil Law and Census Registration Law, the Information Committee, the Investigation Committee of old Korean Institutions and Usages, the Special Educational Committee of Inquiry, the Text-Book Investigation Committee, and the Industry Investigation Committee. The first two were instituted previous to the reorganization of the Government-General in 1919, and the rest after reorganization had been effected.

#### (c) **Propagation of the New Policy**

The Government-General has not been idle in making known to the outside world the real condition in Chosen through the publication of periodicals, pamphlets, and illustrations. In November, 1920, there was established an Information Committee, composed of high officials and experienced private individuals with the Administrative Superintendent as chairman, to discuss the means and mode of introducing the conditions of Chosen to Japan and *vice versa*. In the following month a Board of Information was created in the General Affairs Department with the object of giving as much publicity as possible to the new administrative policy and work, and to the actual state of things in both Chosen and Japan. In October of this fiscal year the Board was combined with the Statistics Section and organized into a greater Investigation Section. Among other matters, propaganda by publications, lectures, and moving pictures is carried on extensively under the direction of this Section.

#### (d) **Abatement of Officialism**

The Administration of Korea formerly tended to place too much weight on formality, so reform was gradually introduced in this direction, beginning with the abolition of uniforms and swords worn

by officials other than the police, Customs officials, and prison staffs, in August, 1919. Later on, however, for the bench and bar a robing modelled on that in use in Japan was prescribed, because it was deemed necessary for law courts to present a dignified appearance when engaged in administering the law.

Next, in order to avoid a tendency toward centralization of power, efforts were made to simplify the transaction of State business and to enlarge the power of local offices. Accordingly, in January, 1920, the Government-General revised the established Rules for Reports and reduced to a minimum the number of periodical reports to be forwarded by the local to the central authorities. In April it revised the Regulations for Entrusted Matters and empowered the heads of bureaus and departments to decide and despatch some of the matters formerly presented for decision to the highest authority, gave wider competency to the chiefs of affiliated offices, and entrusted local authorities with various matters bearing on forests, rivers, roads, and schools. In December of the same year the Regulations for the Conduct of Business were revised to simplify and speed up the handling of papers and documents.

In February, 1921, the provincial governors were invested with power to appoint, dismiss, and discipline subordinate officials in each province, municipality, and district, without first asking the approval of the Governor-General, and in December of the same year were entrusted with the compilation of the budget for their respective provinces and the determining of the regulations governing the management of local business. All this has been of great benefit to the public though there is still room for improvement in many points.

#### (c) Good Feeling between Japanese and Koreans

Since 1920 the Government-General has sent to Japan parties of Korean councillors and district magistrates on tours of observation. These have visited Tokyo and other principal cities, and have been warmly received everywhere. Besides these official parties, others have been encouraged, and under the auspices of the provincial authorities not a few such have been organized and sent. In the spring and autumn of 1921 about 100 such parties, comprising school teachers, men in public service, and leading citizens, visited Japan. This year, especially during the Peace Exposition in Tokyo, nearly 200 parties, official and private, from all quarters of the land visited Japan. On the other hand, the Government-General, by means of

cinematograph exhibitions, has been introducing conditions in Chosen to the Japanese public and those in Japan to the Korean public since that same year. The films depicting these are copied and distributed among the provinces and are constantly being shown, and there is no doubt that these methods are contributing to the cultivation of a good feeling between the two peoples, as well as to the promotion of their social education. In September, 1921, certain of the films were even sent to America to be shown in New York and other great centres.

#### (f) Respect for Ancient Culture

It is one of the ruling principles of the Government-General to hold in respect Korean culture and usages and to make use of them as far as possible in carrying on the administration of the peninsula. Acting on this principle, the Central Council has been charged with investigating the old customs and institutions of Korea. In April, 1921, a special committee was appointed to deal with various investigations along this line. This committee meets once a month, and its reports are utilized indirectly, if not directly, in the way of law-making and administering justice. Since 1916 the Central Council has been engaging in the compilation of an authentic history of Chosen and a biographical dictionary, and the elaborate task is still under way.

Respect for tombs has been for ages instilled in the Korean people as a result of the combined influence of ancestor-worship, reverence for superiors, and the doctrine of Taoism, and so deeply implanted is it that it largely controls their moral life and even family destinies, so that very great importance is placed upon the selection of a site for burial, and this formerly led to surreptitious appropriation of another man's land by secret interment of the dead. In this way much good land was thrown out of cultivation, and never-ending litigation ensued, much to the detriment of the public peace. Shortly after annexation, regulations for tombs were introduced to sweep away these evils, but they proved too radical for the mental attitude of the people, so in October, 1919, they were revised to the extent that private individuals already possessed of family burial grounds might receive permission in certain cases to extend their bounds. Of course this was only done as a temporary concession, since the aim of the Government-General is to establish public cemeteries as speedily as the mental and social development of the people will allow.

For ages past the Korean people have been great flesh-eaters, and meat is a most necessary adjunct at marriage feasts or funeral ceremonies. Hence, regulations for killing domestic animals were provided even before annexation, but experience proving that public slaughter-houses could not be established in sufficient number to cope with the work thus thrown upon them, the regulations were so revised in December, 1919, as to allow of the slaughter of sheep, pigs, and dogs in places other than public abattoirs, in order to meet the convenience of the people in general.

### 3. Physical Features and Climate

Chosen or Korea is a large peninsula situated in the north-east of Asia, extending 210 *ri* from north to south and 90 *ri* from east to west. It lies between longitude 124°11' and 130°56' east and latitude 33°6' and 43° north, its entire area being 14,312 square *ri*, with a coast line 4,395 *ri* long. It is bounded by the Sea of Japan in the east and the Yellow Sea in the west, and adjoins Manchuria and Maritime Province on the north with the "White" Mountain and the rivers Tumen and Yalu as boundary, while on the south it faces the mainland of Japan across the Korean Strait.

There is a marked difference between the east and the south and west coasts of Chosen, the former being very little indented and consequently devoid of good harbours, with Gensan and Seishin as the only ports worth mentioning; but the latter, on the contrary, are deeply indented and fringed with innumerable small islands, and contain many good harbours such as those of Fusan, Mokpo, Kunsan, Jinsen, and Chinnampo.

The Chongpaik Range stretches along the northern border, one offshoot of which running southward divides the provinces of Heian and Kankyo, and then taking a south-easterly course forms, as it were, the backbone of the peninsula. It, however, deviates greatly from the central line of the country, and its eastern slopes fall so steeply that there are no big plains and rivers to be found in the east, while its opposite slopes descend so gently that they merge into fertile, open valleys watered by such rivers as the Daido, Kan, Kin, and Rakuto, all of vital importance to the economic life of Chosen.

The Korean climate is essentially continental and runs to ex-



tremes in both cold and heat. Spring and autumn are very short seasons, and the variation in temperature between day and night is very sharp, sometimes registering 25 degrees in the frontier regions. This difference is not so pronounced in the south since there the climate is somewhat softened by the surrounding waters. The cold in winter varies, there being frequent short spells of milder weather, so that the people commonly describe it as "three cold and four warm." Throughout the year the temperature averages a little above 13° Centigrade in the south, a little below 11° in the centre around Keijo and Jinsen, and about 4° near the northern boundary.

In the eastern part of Asia the influence of the monsoons is strong, so in Chosen the direction of the wind remains practically constant for the season. The fall of rain and snow is abundant compared with that in Manchuria and Mongolia, but scanty compared with that in Japan itself, being from 800 to 1,000 millimetres in most places and gradually decreasing from south-east to north-west. Fortunately, Chosen is outside the track of typhoons and so rarely suffers from their visitation. But during the months of July and August it sometimes happens that an exceedingly heavy rain falls locally along the western coast, the amount in a day often exceeding 200 millimetres, with the result that the rivers are flooded, and great damage is done to everything.

In Chosen the rainfall is rather small, the air is dry, and the hours of sunshine are many, hence in most parts of the country evaporation is even in excess of the rainfall. The yearly fall is greatest in Fusan and vicinity in the south, where it measures no less than 1,500 millimetres. The dense fogs visiting the surrounding seas are notorious and cover the whole length of the coast zone, with the southern archipelago as their centre. Foggy days number some 70 a year, the fewest being experienced along the eastern coast south of Gensan. The farther the fog is from land the thicker it becomes. In June and July, the season of densest fog, it sometimes happens that a fog lasts for three whole days and nights.

#### 4. Population

Under the old Korean Government no census, strictly speaking, was ever taken, or if attempted was taken solely for the purpose of fixing the base of assessment, in which case the men in charge

unscrupulously indulged in the vicious practice of falsifying their returns with intent to fatten on the taxes paid by families not finding place on the official registers. The statistics made up in such a discreditable manner were, of course, unreliable and worthless. When the protectorate régime was established in November, 1906, the Japanese police adviser to the Korean Government found this evil very detrimental to the smooth working of civil administration, so caused instructions to be sent to each provincial police office to make actual and honest investigation of the entire population on a certain date, and this was, one might say, the first real census ever taken. As there were many difficulties to overcome the count could not be made as accurately as desired, yet the results obtained gave a much truer idea of the population than previous calculations, for up to that time the population had been returned at something more than 5,000,000, whereas the new investigation put it at 6,781,671.

Sanitation was never regarded as coming within the province of the Government, so the death-rate was ever high. On the other hand, the birth-rate usually ran still higher, and the natural increase in population, though by no means very high, maintained its average course. For several years after annexation the population showed extraordinary increase on account of the census-taking becoming more and more exact, but as the figures secured approached accuracy it gradually took on a normal course, and the average for the past five years shows that the birth-rate exceeds the death-rate by 7 per thousand, giving a natural increase of some 120,000 a year.

Japanese immigration into Chosen may be said to have begun after the opening of Fusan in 1876, and they numbered approximately 10,000 at the time of the Chino-Japanese War, their settlement up till then being confined to the open ports. About the time of the Russo-Japanese War, with the expansion of Japanese influence and the opening of the Korean railway, they began to penetrate into the interior, and their number increased considerably under the protectorate and even more so after the annexation. After the outbreak of the great European War, however, the stream of immigration tended to slow down owing to the boom prevailing in the homeland.

The immigration of foreigners, 90 per cent. of whom are Chinese, is by no means considerable, and fluctuates greatly each year, though with a tendency to increase. The following table gives the population at the end of this year in comparison with the year 1910, with classification of it according to occupations.

Province	Japanese	Korean	Foreign	Total
Keiki . . . . .	99,271	1,716,661	7,316	<b>1,823,248</b>
North Chusei . . . . .	6,672	772,227	729	<b>779,628</b>
South Chusei . . . . .	18,366	1,138,288	2,065	<b>1,158,719</b>
North Zenra . . . . .	23,164	1,198,583	1,255	<b>1,223,002</b>
South Zenra . . . . .	29,144	1,925,618	859	<b>1,955,621</b>
North Keisho . . . . .	33,843	2,071,360	1,269	<b>2,106,472</b>
South Keisho . . . . .	71,471	1,748,994	1,093	<b>1,821,558</b>
Kokai . . . . .	13,796	1,293,003	2,226	<b>1,309,025</b>
South Heian . . . . .	31,495	1,095,628	2,368	<b>1,129,491</b>
North Heian . . . . .	13,741	1,250,646	6,483	<b>1,270,870</b>
Kogen . . . . .	7,471	1,200,051	617	<b>1,208,139</b>
South Kankyo . . . . .	17,747	1,241,066	2,532	<b>1,261,343</b>
North Kankyo . . . . .	20,812	556,014	3,327	<b>578,643</b>
<b>Total . . . . .</b>	<b>885,483</b>	<b>17,208,139</b>	<b>32,129</b>	<b>17,626,761</b>
<b>1910 . . . . .</b>	<b>171,543</b>	<b>13,128,780</b>	<b>12,694</b>	<b>13,313,017</b>

Occupation	Japanese	Korean	Foreign	Total
Agriculture, Forestry, Stock-farming .	38,573	14,738,126	5,346	<b>14,782,045</b>
Fishery, Salt-manufacture . . . . .	10,775	213,266	25	<b>224,066</b>
Industries . . . . .	63,999	358,205	3,517	<b>425,721</b>
Commerce, Transportation . . . . .	126,893	984,405	16,080	<b>1,127,378</b>
Public Service & Professions . . . . .	117,080	325,733	1,576	<b>444,389</b>
Miscellaneous . . . . .	20,642	410,561	4,737	<b>435,940</b>
Unrecorded . . . . .	8,531	177,843	848	<b>187,222</b>
<b>Total . . . . .</b>	<b>386,483</b>	<b>17,208,139</b>	<b>32,129</b>	<b>17,626,761</b>

The density of population per square *ri* at the end of this year was 1,232, Koreans accounting for 1,202, Japanese 27, and foreigners 3, the ratio being 97 Korean, 2 Japanese, and 0.2 foreign, while the percentage of women to men was 94 for Koreans, 88 for Japanese, and 13.7 for foreigners.

## 5. Koreans outside the Empire

The exact number of Koreans outside the Empire is not known, but the latest investigation puts it at more than 1,500,000, the large majority of whom reside in Manchuria and Siberia, and the

remainder in China (principally in Shanghai), the United States of America, Hawaii, and Mexico. Those in the former countries are mostly farmers, while those in the latter are labourers and their families, who went there in the days of free oriental immigration.

Nearly all these Korean emigrants have left their home with no other motive than to earn an easier living, and more than anywhere else have they been attracted to Chientao and Maritime Province, for these regions with their vast tracts of fertile, virgin soil, and their close contiguity to their own native land offered to their eyes a veritable land of promise. Naturally enough they have been migrating thither in a constant stream for many years, and at present those in North Chientao alone number nearly 400,000. At all times they have always outnumbered the Chinese there, so much so that the question once arose whether Chientao belonged to China or Chosen, and it may be said with truth that the agriculture of the entire district is almost exclusively in the hands of Koreans. Of late the Korean migration to foreign lands has been mainly caused by the greater difficulty in gaining a living at home on account of the high cost of daily necessities, and most of the emigrants, numbering tens of thousands each year, give Manchuria as their destination. Unfortunately among these settlers a sprinkling of malcontents is found, and these men, preaching national independence, instigate and intimidate peacefully-inclined people into rioting, and plan nefarious actions in conjunction with the professional agitators in Shanghai and Vladivostok, taking advantage of being beyond the reach of the Japanese police. At times armed malcontents from the other side of the Tumen have invaded North Kankyo in the east and killed men and cattle, looted and damaged houses, and carried off hostages for ransom, and the same has been done in North Heian in the west. Above all, in September and October of 1920 a mixed band of about 400 Korean malcontents, Chinese bandits, and Russian Bolsheviki made descents upon Hunchun in Chientao and destroyed the Japanese Consulate and other buildings, looted them, and massacred many inhabitants including women and children, and these sinister events became the incentive to further offensive activity by disaffected Koreans in different parts of Chientao. In consequence, Japan was obliged to send an expeditionary force to the disturbed region, and China did the same. The outcome of their co-operation was the disappearance of brigandage from the scene and the submission of some 5,000 insurgents to the authorities, and

quiet being finally restored Japan withdrew all her troops from the district in April of the following year.

Among the Korean residents in Siberia, China, Hawaii, and the United States are found not a few who fled the country on account of political disappointment or discontent at the time of annexation, and these cajoled or extorted money from their honest, hard-working compatriots under the plausible pretext of raising funds for the independence movement, though in reality they did it to provide for their own existence. But neither their specious words nor threats appear longer to have any influence with the Korean people in general, who are gradually discarding their day-dream of national independence as one impossible of fulfilment. The so-called Korean Provisional Government established in Shanghai in the spring of 1919 was recently compelled to disband by the French authorities. Though their members are still trying to collect a fund for the independence movement, and continue their efforts to flood the country with seditious appeals to the people, they have entirely lost credit among the Korean masses. Even among themselves there is bitter disunion because of the rivalry for power, the lack of funds, and the difference in views.

For the protection of Koreans living abroad, particularly for those in neighbouring Chinese territory, a special item was incorporated in the annual budget in 1920, and the Government-General, in co-operation with the Japanese consulates in Manchuria, is doing its best for their welfare by founding schools, hospitals, and monetary organs in important places, by sending doctors to treat gratis the sick in remoter parts, by encouraging the formation of Korean societies and giving them financial help, and by providing for the relief of poor Koreans in times of natural calamity.

Moreover, as the activities, open or otherwise, of agitators abroad were the first cause of the popular unrest in Chosen, the Japanese authorities saw the necessity of controlling them, as well as of protecting law-abiding Koreans from their seductions, in a more effective way than before. Accordingly, the Japanese consuls at Antung, Mukden, Kirin, and Chientao were additionally charged with the duty of acting as secretaries of the Government-General in March, 1920, and at the same time special agents were appointed in important centres in Manchuria and Siberia.

# GOVERNMENT ORGANIZATION

## 6. Organization of Government-General

### (1) History

The Government-General of Chosen was inaugurated on the 29th of August, 1910, the day on which the annexation was effected, but as the immediate organization of all offices necessary for its conduct was impossible, those organs existing during the protectorate period were retained in their entirety for the time being, and the Resident-General was made executive chief of the new régime, while the various offices of the defunct Korean Government, except the Cabinet and the Board of Decorations, were likewise retained to serve the Government-General.

After the preliminary work was completed, organic regulations for the Government-General were promulgated on September 30 of that year and came into force the following day. Under these regulations, the Governor-General was appointed direct by His Majesty from among generals or admirals, and within the limits of his delegated authority commanded the military force in defence of the country. He was given power over all administrative affairs, and authorized to memorialize the Throne and obtain the Imperial sanction through the prime minister, and was also empowered to issue general ordinances in his official name.

At the same time, regulations governing the affiliated offices were promulgated, by which a central council was established as the advisory organ to the Governor-General with its members appointed from among leading Koreans. With the idea of unifying old organizations, the gendarmerie police system was adopted with headquarters in the metropolis and subordinate offices in the provinces. The commander of the gendarmerie was appointed head of the police, and gendarme captains were placed in exclusive charge of provincial police affairs.

Guided by the experience gained in the two years following the annexation, further changes were introduced in April, 1912, whereby the arrangement of bureaus and departments in the Government-General was adjusted with the object of avoiding red-tapeism and

effecting economy in administrative expenditure, and the money thus saved was devoted to promotion of industrial development in the country.

In April, 1915, the organization of the Government-General was again adjusted, and Directors of Departments were given direct control of the affairs of their offices, the various bureaus into which the departments were divided being abolished, with the exception of the Educational Bureau in the Home Affairs Departments, and this was retained because of educational matters having a somewhat different aspect from administrative affairs in general. At the same time the number of local officials was augmented in order to quicken development in the provinces; the Model Farm and the Central Laboratory were enlarged, and the organs of public education also, while in 1916 the Government established a Medical and a Technical College, thus providing, with the Law College, for Korean professional education.

In May, 1918, a Geological Investigation Office was formed to investigate the geological features of the peninsula; a Forestry Investigation Committee was appointed to settle the legal relations of forests as an accompaniment to the enactment of the Forestry Regulations; the Cattle-Disease Serum Laboratory conducted under the management of the home Government was transferred to the Chosen Administration; and the Agricultural-Dendrological School attached to the Model Farm was raised to the status of a college to fill the want created by the progress made in agricultural industry, and in November of the same year the Special Land Survey Bureau and the Local Land Investigation Committee were dissolved as the survey of the country was for the present completed, but the Higher Land Investigation Committee still continued its work of deciding appeals against the result of the local investigation.

Besides the above-mentioned, many reforms have been introduced in the administrative organization of the Government-General since its inauguration, but in August, 1919, a thoroughgoing reform was instituted, the salient points of which are briefly given in the following paragraphs.

## (2) Latest Reform

The rapid changes in world conditions and the remarkable development in the peninsula called for the reorganization of the Government-General, so that a more adequate administration might

be effected. Though long fully decided upon, the plan was prevented from being carried out owing to the disturbed condition of the country in March, 1919, but peace and order being restored after some months of turmoil, the Imperial Rescript on the reform in the government organization was promulgated on August 19, 1919, and the revised organic regulations of the Government-General were published at the same time.

The principal aim of the reform, as stated in the Imperial Rescript, was to extend to the Koreans "a fair and impartial treatment in all respects" and to "secure good and enlightened government" in conformity with the demands of the age.

Under it, the scope of choice of Governor-General was widened to admit of either civilians or military men being appointed to that office, while, on the other hand, his competency in the matter of national defence was limited to making application to the military commanders in Chosen for the mobilization of the forces whenever occasion might call for it for the preservation of peace and order.

The Administrative Superintendent, as hitherto, was charged with assisting the Governor-General, as his chief lieutenant, in the administration, and with the supervision of the entire business of bureaus and departments.

The names of the Home Affairs, Finance, Judicial, and Agricultural, Commercial, and Industrial Departments were changed, and they were styled bureaus, though with a wider meaning than generally attached to the word. The Educational Bureau, formerly part of the Home Affairs Department, was made into an independent one and placed on an equal footing with other bureaus. The Police Headquarters as an independent office was abolished, and a Police Bureau created in the Government-General.

Along with these reforms and rearrangements of departments and bureaus, adjustment was also made regarding the business conducted by the various offices, with the object of facilitating the management of State business, and the execution of general affairs, except in the case of very important matters, was entirely entrusted to the heads of the bureaus, departments, and sections concerned.

In February, 1921, Local Administration Inspectors were appointed to secure closer connexion between the central and local governments and to ensure that the local administration was carried out in a manner better fitted to local conditions, so that the new administrative policy might be made as effective as possible. At the



same time, the appointment of Korean high officials was made easier than before so as to open the way for placing Koreans of ability in responsible posts.

As for affiliated offices, the police and local organizations were reformed, and the system of using gendarmerie as the principal force for the policing of the country and subordination of the civil police to it was abandoned, while placing the police in the hands of the provincial governors. Consequently, the Police Headquarters and its offices in the provinces, which stood distinctly outside the sphere of local administrative organs, ceased to exist, and an ordinary police department was formed in each province with a secretary at its head, and to him was entrusted police and sanitary affairs under the direction of the provincial governor. Police stations were established in all municipalities, districts, and islands, and even in those remote parts formerly policed by gendarme detachments. A Police Training School was also established in order to train newly engaged men and to improve the efficiency of those already in the service.

A Monopoly Bureau was next formed to take sole charge of the business connected with the government monopoly in tobacco and ginseng.

The following table gives the classification of government offices, inclusive of those newly established, existing at the end of this fiscal year.

## Government-General of Chosen

<b>(a) Central Offices</b>	<b>Police Bureau</b>	<b>Customs</b>
Governor-General's Secretariate Private Secretaries Office Councillors Office Inspectors Office Foreign Affairs Section General Affairs Department Public Works Department Railways Department	Police Affairs Section High Police Section Peace Preservation Section Sanitary Section Export Cattle Inspecting Station	General Affairs Section Surveillance Section Customs Duty Section Inspecting Section Branch Offices Coastguard Stations
<b>(b) Affiliated Offices</b>	<b>(b) Affiliated Offices</b>	<b>Law Courts</b>
Home Affairs Bureau Local Administration Section Social Works Section Officials Training Institute	Central Council General Affairs Section Investigation Section	Supreme Court—Procurators Office
Financial Bureau Internal Revenue Section Customs Section Budget Section Financial Section	Provincial Government Governor's Secretariate Internal Affairs Department Financial Department Police Department Municipalities—Districts—Islands Charity Hospitals Police Stations	Appeal Courts—Procurators Offices
Industrial Bureau Agricultural Section Afforestation Section—Branches	Police Training Institute	Local Courts—Procurators Offices
Fishery Section Commercial & Industrial Section Mining Section—Branches Land Investigation Section Geological Investigation Office Fuel Laboratory Commercial Museum	Communications Bureau General Affairs Section Supervising Section Accounts Section Engineering Section Electric Works Section Marine Affairs Section—Branches Special Water-power Inquiry Section Postal Money Order & Savings Supervising Office Post Offices—Branches Employees Training Institute Sailors Training Institute	Local Branch Courts
Judicial Bureau Civil Section Criminal Section Prison Section	Marine Court	Prisons—Branches
Educational Bureau School Affairs Section Compiling Section Historic Remains Inquiry Office Religious Section Museum Meteorological Observatory—Branches	Monopoly Bureau General Affairs Section Management Section Manufacturing Section Branch Offices	Public Depositories
		Lumber Undertaking Station General Affairs Section Management Section Saw Mill Branch Offices
		Government-General Hospital Medical Departments Medicine Section General Affairs Section Nurses & Midwives Training Institute
		Government Charity Asylum Orphans Department Blind & Deaf-Mutes Department General Affairs Section
		Model Farm Branches Sericultural Experimental Station Sericultural School for Girls
		Central Laboratory Cattle-Disease Serum Laboratory Fisheries Experimental Station Forestry Experimental Station

## 7. Non-discrimination between Japanese and Korean Officials

At the time of annexation, regulations for the treatment of Korean civil servants with regard to grade and salaries were framed on those enacted by the former Korean Government. However, in consideration of the cost of living growing higher and the increasing efficiency shown by them, it was found necessary to improve their condition, and their salaries were increased in 1913 and again in 1918; their pensions and allowances to their bereaved families being augmented at the same time.

Further, in October, 1919, the regulations relating to the status and pay of Korean officials were annulled, and in their stead those for Japanese officials were made to apply with the object of doing away with all objectionable discrimination between the two peoples in conformity with the grand principle of equality for all.

Though Koreans as officials of the Japanese Empire were equally eligible with Japanese with respect to the bestowal of rank and decorations on them, yet some difference existed in reckoning their years of service, for, no matter how long they might have served in pre-annexation days, it was not recognised as entitling them to any official honour, but in April, 1920, the years spent in the government service during the Japanese protectorate were also reckoned in their favour.

Until 1919 the post of school principal was always reserved to Japanese, but in October of that year revision was introduced in the educational regulations whereby it was possible for Korean teachers to be appointed heads of public common schools, and up to the end of this year some thirty Koreans have been so appointed in the provinces.

The appointment of Korean judges and public procurators was formerly made somewhat differently from that of their Japanese colleagues, while their authority was limited to the handling of cases in which, if civil, both parties were Korean and, if criminal, all the defendants were Korean, but in March, 1920, the regulations for courts of justice were revised, removing this restriction in their powers, as it was considered the Koreans had sufficiently advanced in legal knowledge and ability to be invested with much wider competency.

## 8. Adjustment and Enactment of Laws and Regulations

### (1) Introductory

The application of all Japanese laws to Chosen after annexation should have followed as a natural consequence, but the markedly different condition of the Korean people did not warrant this in its entirety, and induced the Government-General to frame special laws for this land, except with regard to the post and telegraph services, rights in industrial properties, copyright, public accounts, etc., to which the laws of Japan were made to apply in whole or in part, as unity was required in their working.

As it was not possible in Chosen to take the same course in enacting laws as in Japan proper, where laws are enacted by the approval of the Diet, Imperial Ordinance No. 324 was promulgated in 1910 and National Law No. 30 enacted in 1911, empowering the Governor-General to issue "Decrees," by his discretionary authority after receiving Imperial sanction through the prime minister, and in case of emergency to issue them with a free hand, though in such case he must ask for *ex post facto* Imperial sanction, and, if not granted, must announce officially that the decree concerned is henceforth invalid.

Though the way was thus prepared for the amendment or annulment of existing laws, it was well-nigh impossible at the beginning of the present régime to make complete adjustment of all Japanese and Korean laws and regulations. So they were allowed to remain in force for the time being, to be gradually annulled or amended as the actual condition of the people demanded.

By the end of the fiscal year 1918 this adjustment had been effected in justice, prisons, education, local system, land expropriation, socage, harbours, rivers, irrigation works, forests, fishery, mining, companies, banks, markets, railways, roads, temples, cemeteries, taxes, medicine, chemicals, dangerous objects, prevention of plagues, marine affairs and rescue at sea, control of trades, and others.

### (2) Important Laws and Regulations

#### Enacted or Revised in Recent Years

#### 1919

In April the penal law for political crimes was enacted to apply

to persons who, combining together, disturb or plot to disturb the public peace and order.

In the same month the Chosen foundation mortgage law was enacted to facilitate monetary transactions by factories, railways, tramways, and mines.

A sericultural law was also enacted to control and promote the sericultural industry as it was becoming increasingly prosperous.

In May the Chosen opium control law was enacted so that thorough-going control over opium might be secured.

In September the regulations for control of cemeteries, crematories, interment, and cremation were revised.

In November new regulations concerning abattoirs were issued, making possible more efficient control.

## 1920

In March the regulations relating to law-courts were revised so as to enlarge the power of Korean judges and procurators.

In the same month the Chosen criminal law was revised, abolishing flogging, and the regulations for private schools also.

In April the regulations concerning religious propagation were revised, by which application for permission to establish preaching places was made unnecessary, only a report of such places being required, and other procedures were considerably simplified.

In the same month the laws putting special restriction on the establishment of companies was abolished in consideration of the advanced condition of Korean industry.

In June the private railway law was revised to further the development of private railway enterprises.

In July important revisions were made in the local administration system so as to make it more democratic and to prepare the way for local autonomy.

In August, upon the expiration of the grace of ten years' retention of the old Customs tariff, the Korean Customs was made identical with that of Japan proper. But the import dues on goods from Japan were retained from financial considerations.

In the same month the regulations concerning forest-cadastrs were revised in connexion with forest investigations.

In November the Chosen Educational Ordinance was revised in part, raising the standard of common education to that in the homeland.

The law of trust for secured debentures was enacted to facilitate

monetary transactions in industrial enterprises.

In December regulations providing for subsidizing land improvement schemes were issued to encourage reclamation and irrigation works.

Narcotic traffic regulations were issued, thus bringing strict control to bear on transactions in morphine and cocaine.

### 1921

In February regulations concerning dentists were revised, and the examination system for licence to practise dentistry instituted.

The regulations governing local officials were revised, whereby the way was opened for the advancement of able and ambitious clerks.

In March regulations for those studying abroad were issued so as to make possible a supply of teachers for higher education.

In April the tobacco monopoly law was enacted, and enforced in July when the tobacco tax law naturally ceased to operate.

Normal School Regulations were issued to provide for the fuller supply of properly trained teachers necessitated by the expansion in elementary education.

The Exchange tax law was enacted, and the income tax law revised.

The law providing for subsidizing private railways in order to secure acceleration in their work was enacted with the approval of the Diet.

In July the inter-marriage law of Japanese and Koreans was adjusted and its procedures simplified so as to establish good relationship between the two races.

In August the law of courts of justice was revised, fixing the age limit of judges and guaranteeing them their positions.

In November the civil law for Chosen was revised so as to make the Japanese law apply in full to matters respecting individual capacity, parental power, and guardianship, thus superseding old Korean usage.

In December the lawyers' law was revised, enabling both Koreans and Japanese to take the examination held specially for the Korean bar.

### 1922

In February the Chosen Educational Ordinance was extensively revised by the advice of the Educational Investigation Committee, changing the educational system in a number of important respects.

In March the sugar-consumption tax law, the land-tax, and the

urban land-tax law were revised to increase the revenue in future fiscal years.

In April regulations for control of mutual credit societies were enacted in view of their growing number.

In July the land tax law was revised, by which land devastated by a natural disaster was to be tax-free until restored.

In September rules for medical associations were issued to promote improvement in medical affairs and in the public health in large cities.

In December the criminal and civil laws for Chosen were further revised, and bankruptcy and compromise laws were enforced, while matters relating to nubile age, divorce, recognition of a child as one's own, family council, acceptance of succession, and separation of property were legally determined, while the census registration law was so far altered as to make unmistakable the social status of those Koreans acting upon its provisions.

## 9. Prince Yi Household

The very day the annexation was effected, H. M. the Emperor of Japan, having in mind the best interests of the Korean royal family, sent a special Imperial message according to the ex-Emperor and other members of the royal family of Korea all the honours and privileges enjoyed by Japanese Princes and Princesses of the Blood. The annual grant to the Household was then fixed at 1,500,000 *yen*, as guaranteed in the treaty of annexation, a sum equal to that disbursed for the former Korean Imperial Household, but in consideration of the general rise in prices it was raised in 1921 to 1,800,000 *yen* by the gracious act of H. M. the Emperor.

When Grand Prince Yi fell ill from apoplexy on the 21st of January, 1919, and succumbed to it the following day, the funeral ceremony was conducted at State expense at Kunren-in, the old Korean parade ground in Keijo, on the 3rd of March. The second anniversary of his death was observed by Prince and Princess Yi in East Palace on the 27th of January, 1921, and many came to attend the ceremony.

In December, 1907, the Heir-Apparent was sent to Tokyo in the company of Marquis Ito, Resident-General, to receive a modern

education there. He received his early education in the Peers' School, and after passing through the Military Preparatory School and the Military Academy, was appointed second lieutenant in 1919 and attached to the 2nd Regiment of the Imperial Infantry Guard, and on being promoted to the rank of lieutenant in 1920 entered the Military Staff College for further study.

The Prince's marriage to Princess Masako Nashimoto was originally arranged to be solemnized on the 25th of January, 1919, but the death of his father, Grand Prince Yi, caused postponement of it until the 28th of April, 1920. On the 18th of August, 1921, a son was born to them, on whom the title of "Royal Highness" was conferred by Imperial order. Unfortunately, during the first visit of the royal couple to Keijo in April, 1922, their beloved child was seized with a sudden illness and died three days later on May 11—a sad event, indeed, for the Korean royal family.

## 10. Korean Peerage

In August, 1910, regulations concerning the peerage of Chosen were promulgated by Imperial Ordinance, and on the 7th of October of the same year, by virtue of those regulations, the blood relatives of Prince Yi, other than those accorded the status of Princes of the Blood, men of high birth, and those who had rendered great services to the State, to the number of 76 in all, were created peers, among whom were 6 Marquises, 3 Counts, 22 Viscounts, and 45 Barons. At the end of this fiscal year the peerage comprised 7 Marquises, 3 Counts, 18 Viscounts, and 32 Barons, or 60 peers in all.



# FINANCE

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## 11. Financial Condition

### (a) Before Annexation

To know the financial condition of Chosen in its true aspect, it is necessary to have a general idea of what it was previous to the annexation. From very early times the finance of the country lacked solid foundation. Both the taxation and the currency systems were in the wildest confusion, the annual expenditure wasted to no purpose, and the Court and Government lacked definite distinction between themselves with regard to their revenues and expenditures. For example, the income derived from the ginseng monopoly, from *Yoktum* or leased State lands, from the mining tax and other duties, and from the granting of concessions, all went into the coffers of the Imperial Household Department, while, with regard to expenditure, each government office spent as it pleased, being bound by no regulations. The result of this mismanagement was that no reliable foundation on which to base accounts was available, and the compilation of the budget was a mere farce.

On the conclusion of the agreement between Japan and Chosen in August, 1904, resulting in the appointment of a financial adviser recommended by the Japanese Government, and the establishment of the Residency-General in 1906, strenuous efforts were put forth to improve this corrupt condition of the finance. The gold standard was adopted in order to secure a uniform currency, a central bank was established to act as the national treasurer and was empowered to issue convertible notes, while agricultural and industrial banks and people's banking associations were founded in important centres for the purpose of facilitating the development of industry. The financial resources of the country were fully investigated, the financial law was strictly enforced with regard to the compilation of a yearly budget and the carrying of it into practice, regulations were issued relative to taxation to ensure an annual revenue and the equitable burden of it on the people, the system of tax-collection was improved so as to root out the vicious habit of extortion, and various taxes and the income from the ginseng monopoly, etc., formerly

collected by the Imperial Household Department, were placed under the control of the Government itself. A clear distinction was thus made between the properties belonging to the Imperial Household and to the State, and a great expansion effected in the financial sphere of the Korean Government.

The effect produced by the above-mentioned measure was so great that the poor financial condition of the fiscal year 1905, plainly shown by the expenditure (9,550,000 *yen*) exceeding the revenue (7,480,000 *yen*) by over 20 per cent., improved so rapidly that in the fiscal year 1910 the revenue and expenditure, each amounting to nearly 24,000,000 *yen*, showed an even balance. In August, 1910, the Government-General of Chosen was established as a consequence of the annexation, and found the finance of Chosen on a firm basis as the result of continuous effort during the preceding six years.

#### (b) After Annexation

When the Government-General of Chosen was first established, a Special Account of the Government-General was framed on the principle of meeting the expenditure of the country out of the revenue raised in it, but at that time the revenue obtained was not even sufficient to meet the expenditure necessary for the preservation of public peace and order and the proper execution of the plans drawn up for its improvement. The Imperial Government, therefore, decided to make good the deficiency by granting a subsidy to Chosen from its own General Account, and in the fiscal year 1911 the amount for the purpose was fixed at 12,350,000 *yen* yearly. With this assistance, Chosen was able to meet all expenses necessary for the improvement and development of her various systems and institutions, and to make firmer the foundation of her finance year by year. The outbreak of the Great European War involved her in some economic depression from which, however, she soon recovered, and the plan of financial independence, toward which constant effort had been exerted since 1914, was realized at last in 1919, in which year no subsidy was called for from the General Account.

#### (c) Finance since Latest Reform

As just stated, the Government-General ceased to receive a subsidy from the General Account of the Imperial Government in 1919, but the rapidly changing times after the Great European War

demanding quickened development of the peninsula and made some change necessary in its financial policy. The aim of financial independence was therefore abandoned in favour of doing as much as possible for the material development of Chosen. The industrial and economic condition of the peninsula, though its development was remarkable, was still not far enough advanced to enable the country to defray all the expenditure necessary for the purpose, and it was decided to ask for a subsidy from the General Account until the complete development of the financial resources of Chosen should be attained.

In consequence of this change of policy a subsidy of 10,000,000 *yen* was received from the General Account in the fiscal year 1920, and the tax on liquor and tobacco raised. In the year 1921 the monopoly in tobacco was established, a tax on Exchanges imposed, export dues levied, and the subsidy increased to 15,000,000 *yen*. In compiling the budget for the current fiscal year the subsidy asked for was further increased to 15,600,000 *yen* to provide for projected works, while the additional income arising from raising the rates of the land tax and liquor and sugar consumption tax was also taken into account.

## 12. Annual Account

### (a) Before Annexation

In the days of the old Korean Government no fixed system was followed in compiling the budget. No minister felt himself in any way responsible for it, while each department of the Government spent for itself whatever money it could collect from the people, and the annual report on revenue and expenditure was drawn up and published just for form's sake.

In 1904, when the financial adviser to the Korean Government minutely investigated the sources of the annual revenue for the first time, and framed thereon the Budget for the fiscal year 1905, he estimated the revenue at over 7,480,000 *yen* but was unable to figure the expenditure at less than 9,550,000 *yen*, or more than 2,000,000 *yen* in excess of revenue, and in the Budgets for the two succeeding years deficits of 400,000 and 900,000 *yen* were shown. After the introduction of the protectorate régime the financial

condition showed great improvement, but there were so many things clamouring to be done that expenditure in the fiscal year 1908 amounted to twice that of the fiscal year 1906, and in the three years 1908 to 1910 the revenue was sufficient to meet but half the expenditure, so that recourse to a public loan was necessary, notwithstanding the grant of loans for indefinite periods and free of interest by the Imperial Government of Japan, amounting in all to some 13,200,000 *yen*. By these means the Annual Account was made to keep an even balance, and the Budget for the fiscal year 1910 put the revenue and expenditure at over 23,000,000 *yen* each.

**(b) After Annexation**

On the establishment of the present régime a Special Account was introduced, and great efforts were put forth to effect retrenchment in administrative expenses, but the items for the judicature, prisons, police, communications, and management of the national railways being included in the account, and a policy of not shrinking from expenditure aimed at the improvement of industry being followed, the Budget of the Special Account for the fiscal year 1911 amounted to over 48,740,000 *yen* for both revenue and expenditure. Since then advance has been yearly witnessed in the annual account, and especially is it to be noted that the amount leaped at a bound from 77,000,000 *yen* in 1919 to 124,000,000 *yen* in 1920, but this was inevitable owing to the adoption of a cultural policy in connexion with the government reform.

**(c) Progress Made**

In this way large expenditures were yearly made in the face of ever slender revenue resources. Public loans were resorted to for execution of those works indispensable for the securing of economic development, and a subsidy was received from the National Treasury to cover the annul deficit. But close examination of the several budgets will show the great progress made toward making both ends meet. The ordinary revenue, except in 1911, showed a constant increase, always surpassing the extraordinary; especially after 1920 did it exceed the extraordinary by between 30 and 90 per cent., even though expenditure increased much more rapidly owing to the reform in the government organization and the higher price of commodities. Though three years after the annexation the estimates of the ordinary revenue did not equal those of the ordinary expenditure, the rate of increase

in the former became greater than that in the latter in 1914, and from that year onward the difference in its favour hovered between 2,000,000 and 12,000,000 *yen* each year. The excess of 5,000,000 *yen* in ordinary expenditure over ordinary revenue for the fiscal year 1921 forms an exception, and was chiefly occasioned by the increase in expenses incurred through expanding the police system and augmenting the salaries of public servants in tune with the rise in prices. In the year under review, however, an effort was made to recover from this abnormality by increasing the land tax and the liquor and sugar consumption tax. In 1920 the total estimate of ordinary revenue was as high as 69,000,000 *yen*, rising to 96,000,000 *yen* in the next year, largely owing to the inclusion of the income expected from the tobacco monopoly. These amounts are respectively some three or four times that of the fiscal year 1911, which was roughly 24,000,000 *yen*.

#### Estimated Revenue and Expenditure from 1911 to 1923.

	Revenue			Expenditure		
	Ordinary	Extraordinary	Total	Ordinary	Extraordinary	Total
	<i>Yen</i>	<i>Yen</i>	<i>Yen</i>	<i>Yen</i>	<i>Yen</i>	<i>Yen</i>
1911 . .	24,067,583	24,674,199	48,741,782	27,891,437	20,850,345	48,741,782
1912 . .	26,732,332	26,159,877	52,892,209	30,232,490	22,659,719	52,892,209
1913 . .	30,106,163	27,883,449	57,989,610	34,751,104	23,238,506	57,989,610
1914 . .	37,724,027	21,688,939	59,412,966	35,606,660	23,806,306	59,412,966
1915 . .	39,776,729	19,096,674	58,873,403	36,794,165	22,079,238	58,873,403
1916 . .	41,561,626	18,287,372	59,848,998	37,073,155	22,775,843	59,848,998
1917 . .	44,578,346	18,070,963	62,649,309	39,002,654	23,640,245	62,642,899
1918 . .	*42,668,220	22,473,423	65,141,653	36,899,704	28,741,945	65,141,653
1919 . .	52,642,608	24,918,082	77,560,690	39,698,250	37,862,440	77,560,690
1920 . .	69,347,820	55,450,649	124,798,469	67,209,819	47,107,041	114,316,860
1921 . .	†96,121,029	66,353,179	162,474,208	101,697,602	60,776,606	162,474,208
1922 . .	101,547,184	56,577,433	158,124,617	102,739,997	55,384,620	158,124,617
1923 . .	99,914,288	46,092,937	146,007,225	102,060,768	43,946,457	146,007,225

\*The decrease in ordinary revenue and expenditure for the fiscal year 1918 is due to the fact that the management of the railways was entrusted to the South Manchuria Railway Company in that year.

†The surplus in the fiscal year 1920 was appropriated for defrayments unprovided for in the Budget.

#### (d) Annual Account for Recent Fiscal Years

##### 1920

The Budget for the fiscal year 1920 was framed with a view to providing for the execution of many plans adopted for the purpose of keeping up with the progress of the times and the trend of popular sentiment.

In the revenue, though the receipts from the various taxes and Government undertakings were naturally large by reason of the favourable economic conditions, the consumption tax on liquor and tobacco was raised to meet the increased expenditure incurred by carrying out the new plans. The receipts from the Customs were put at the same as for the preceding year, though the tariff was to be made uniform with that of Japan proper in August, 1920, when the period for keeping the old Korean tariff unchanged, as promised to foreign countries at the time of annexation, expired. In the extraordinary revenue, the public loan to be floated was increased in amount, and from the Imperial Government a subsidy was asked to cover the probable deficit.

In expenditure, provision was made for such works of urgent necessity as the better treatment of Korean officials, improvement of the educational system, expansion of the medical system, development of industry, abolition of flogging, completion of the police system, and increase in the salaries of Government employees owing to the rise in price of commodities. At the same time, accomplishment of plans already drawn up was kept in mind, and provision made for them as far as possible within the limits of available resources.

This Budget, however, fell through in consequence of the dissolution of the Diet, so resort was made to the Budget of the preceding fiscal year, and a supplementary budget was presented to the extraordinary session of the Diet to provide for such improvement plans as admitted of no postponement, but could not properly be carried out owing to the restrictions imposed by the Budget available. The actual Budget for the fiscal year 1920 amounted to 124,798,469 *yen* in revenue and 114,316,860 *yen* in expenditure, the surplus of 10,480,000 *yen* being appropriated to make defrayments unprovided for in the Budget, such as for the police and six other matters. An increase by about 47,000,000 *yen* on the preceding year is thus seen in both revenue and expenditure, the defrayments unprovided for in the Budget being also included, making the Budget twice as great as that for the fiscal year 1911.

### 1921

The Budget for the year 1921 was framed on almost the same lines as for the preceding year, with the inclusion in expenditure of estimates for improvement in the local system, increase in communications expenses, industrial investigation committee and certain other

investigations and examinations, increase in subsidies for encouragement of industry and civil engineering, establishment of the Tobacco Monopoly, protection and relief of Koreans outside Chosen, increase in the allowance to Prince Yi, better treatment of Korean soldiers, and various other matters. The total amount of revenue and expenditure was put at 162,470,000 *yen* each, showing an increase by about 37,000,000 *yen* on the preceding fiscal year. But reaction in the financial circle becoming manifest, the natural increase in income from taxes and government undertakings could not be relied on, while sudden increase in taxation was impossible, so the creation of a Tobacco Monopoly was resorted to, and the duties levied on goods consigned to Japan proper were retained and estimated at the same amount as for the preceding year. In addition, the Imperial Government was asked for a subsidy of 15,000,000 *yen* in order to meet the probable deficiency.

### 1922

Because of the general financial situation a policy of contraction was followed in compiling the budget for the year under review. But sources were sought to provide for such undertakings as were urgently needed for the administration and development of the peninsula and for the completion of works already begun, and the estimates as finally submitted for both revenue and expenditure totalled 158,993,323 *yen*, a decrease by 3,480,885 *yen* as compared with the total for the preceding year.

In revenue, decrease in receipts from the various taxes being unavoidable under the unfavourable economic condition, certain of the expenditures already fixed were cut down, while, on the other hand, the tax on land and the consumption tax on liquor and sugar were raised, and the duties on goods from Japan proper retained. As Heijo Coal Mine Station was transferred in 1922 to the Admiralty, and the waterworks to local authorities, the decrease in national revenue by the amount receivable from those two plants had also to be taken into account.

As to expenditure, the Government decided not to cut the estimates for the completion of works under way, while, following the suggestions of the committees on education and industry, many new plans were formed, among them being the establishment of a fuller educational system and the development of productive industries. Perfection in local administration and in the police and sanitary organs was also to be striven for. In addition, the construc-

tion and repair of roads, railways, and harbours, conservation of forests, and better service in communications were to be pursued to the utmost extent the resources available would allow.

### 1923

The estimates for the year 1923 are put at 146,007,225 *yen*, a decrease of 12,986,098 *yen* as against the year under review. Revenue from taxation and other sources still tended to fall off due to the prevailing business depression, and even the receipts from public loans showed decrease, but by making administrative readjustment and financial curtailment it was found possible to abolish the duties on Japanese imports imposed by immediate necessity in 1920, save for those on liquors and textiles, while the government printing office was given up and the publication of text-books entrusted to a private undertaking.

As regards expenditure, the matter stands much as in the year under review. While exercising every possible economy, though little room is left for so doing, it is decided that plans already approved shall be pushed on as far as means will permit. Among the more important enterprises included in the estimates are the extension of schools, especially the building of a new University, increment in rice production, protection of breeding cows, encouragement of side-works, subsidizing of private navigation and railway works, street improvement, embankments, water supply, harbours, wireless telegraphy, betterment of postal service, appointment of more public medical men, prevention of leprosy, houses for policemen along the frontier, increase in law courts, and the founding of a reformatory, a national library, and an art exhibition. Special undertakings by public loans are to be postponed in consequence of the unfavourable market, but railways and roads are to be continued in accordance with established plans.

### Budget for the Fiscal Years 1920 to 1923.

Description	1923	1922	1921	1920
<b>Ordinary Revenue</b>				
Taxes . . . . .	34,735,165 <i>Yen</i>	37,051,237 <i>Yen</i>	32,879,700 <i>Yen</i>	32,165,930 <i>Yen</i>
Stamp Receipts . . . . .	9,476,497	9,396,450	8,548,958	6,746,001
Receipts from Government Undertakings & Properties . . . . .	52,489,640	52,128,845	51,724,477	27,036,510
Miscellaneous . . . . .	3,212,986	2,970,652	2,967,894	3,399,379
<b>Total . . . . .</b>	<b>99,914,288</b>	<b>101,547,184</b>	<b>96,121,029</b>	<b>69,347,820</b>



(Continued)

Description	1923	1922	1921	1920
<b>Extraordinary Revenue</b>				
Loans(public & other) . . . . .	20,000,000	29,992,165	39,069,144	23,212,811
National Treasury Grants . . . . .	15,123,914	15,917,825	15,000,000	10,000,000
Miscellaneous . . . . .	10,969,023	11,536,149	12,284,035	22,237,838
<b>Total . . . . .</b>	<b>46,092,937</b>	<b>57,446,139</b>	<b>66,353,179</b>	<b>55,450,649</b>
<b>Grand Total . . . . .</b>	<b>146,007,225</b>	<b>158,933,323</b>	<b>162,474,208</b>	<b>124,498,489</b>
<b>Ordinary Expenditure</b>				
Prince Yi Household . . . . .	1,800,000	1,800,000	1,800,000	1,500,000
Government-General Offices . . . . .	5,191,603	7,203,430	6,761,535	7,202,234
Justice and Prisons . . . . .	7,454,106	7,117,709	7,228,936	6,134,975
Police . . . . .	—	—	—	16,004,470
Provincial Offices . . . . .	32,319,103	32,599,442	32,712,540	8,918,552
Government Schools . . . . .	2,683,246	2,368,350	1,925,158	1,228,074
Customs . . . . .	1,089,045	1,185,547	1,176,948	1,001,365
Monopolies . . . . .	17,985,154	17,745,813	16,744,911	—
Heijo Coal Mine Station . . . . .	—	—	4,053,409	2,468,694
Lumber Undertaking Station . . . . .	3,018,716	3,180,605	3,297,495	2,707,061
Communications . . . . .	11,268,440	10,751,513	9,834,571	7,400,281
National Debt Service . . . . .	12,797,772	11,700,539	9,485,065	7,441,284
Reserves . . . . .	2,500,000	2,590,000	2,500,000	2,500,000
Miscellaneous . . . . .	3,953,627	4,587,249	4,168,034	2,702,829
<b>Total . . . . .</b>	<b>102,090,788</b>	<b>102,329,397</b>	<b>101,187,802</b>	<b>87,309,819</b>
<b>Extraordinary Expenditure</b>				
Investigations & Examinations . . . . .	1,378,683	1,620,318	1,325,846	1,184,757
Subsidies . . . . .	8,965,204	10,076,777	8,226,139	7,619,928
Building and Repairs . . . . .	6,127,961	7,180,088	5,042,791	5,188,647
Engineering Works . . . . .	4,319,308	6,641,119	5,303,294	5,574,176
Railways . . . . .	15,000,000	20,000,000	20,000,000	15,320,000
Arable Land Improvement . . . . .	2,767,532	3,490,401	2,604,585	604,669
Tobacco Monopoly . . . . .	1,000,000	1,573,543	10,742,943	—
Salt Fields . . . . .	510,000	956,622	964,892	956,916

(Continued)

Description	1923	1922	1921	1920
	Yen	Yen	Yen	Yen
Special Educational Plans . . . . .	—	—	1,105,566	1,475,193
Police Stations . . . . .	—	—	1,283,263	1,300,000
Police Telephone Extension . . . . .	—	—	150,000	1,022,278
Prison Accommodation . . . . .	—	—	1,153,046	850,000
Protection of Koreans Abroad . . . . .	782,095	618,072	288,368	—
Special Allowances . . . . .	—	—	—	3,276,148
Miscellaneous . . . . .	3,095,674	4,006,386	2,585,873	2,734,329
<b>Total . . . . .</b>	<b>43,946,457</b>	<b>56,163,326</b>	<b>60,776,606</b>	<b>47,107,041</b>
<b>Grand Total . . . . .</b>	<b>146,007,225</b>	<b>158,993,323</b>	<b>162,474,203</b>	<b>114,316,860</b>

The surplus in 1920 was appropriated for defrayments unprovided for in the Budget.

The increase in police expenditure in 1920 was due to the fact that the gendarmerie system, the expenses for which were defrayed by the Imperial Treasury, was abolished, and the ordinary police system, the expenses for which were incorporated in the Budget of the Government-General, was adopted and enlarged for the protection of the people. The reason the item does not again appear is that control of the police was transferred to the provincial offices in the year 1921.

### 13. Taxation

#### (1) Taxes of the Old Korean Government

The chief taxes levied by the old Korean Government were the land tax and the household tax, but not only was the incidence of them grossly unfair but the authorities often looked to their collection for their own private enrichment, and there was practically no standard for their assessment.

As for the land tax, the land register was supposed to be revised every twenty years after making due investigation of the changes in the objects of taxation and in the persons to be taxed. However, not only was it difficult to make thorough investigation throughout the country, but the land register itself became utterly useless owing to the many fraudulent entries made in it. Therefore, each year, as the time for collection of the land tax approached, investigation was made as to the standard of taxation, capacity of the tax-payers, and the amount to be collected. But the assessors quickly acquired

the habit of making a false report as to the number of *Kyel* and the standard of taxation, and each year the national treasury suffered greatly from their venality. In olden times it was the rule for Koreans to pay their taxes in kind, but in 1894, when a reform was made in the government administration, it was ordained that the Koreans should pay their taxes in money; nevertheless this brought about no change in the desire of the people to evade payment of their taxes nor less of roguery in officials looking for private gain.

As for the household tax, the old rule was, as with the land tax, to collect it in cloth or other kind from householders residing in places other than important towns, but here also the officials concerned levied as high a tax as they liked and in accordance with their own particular standard, at the expense of the national income.

## (2) Adjustment before Annexation

In 1904, when the Japanese protectorate was introduced in Chosen, the first step toward financial development was taken by strictly enforcing the financial law. Regulations relating to tax supervisors and tax collection were promulgated, making clear the competence and procedure in connexion with taxation. In 1907 the office of tax supervisors was abolished, and the collection of taxes was taken from the control of provincial officials and transferred to the tax-supervising bureaus and revenue offices in various important places, with the *Myen* as auxiliary organs. And in 1908 the land tax was extensively revised, reducing the classes of lands to thirteen. In 1909 the revenue offices and *myen* were ordered to compile land registers so as to make clear which lands were taxable and in whose possession they were, that the tax might be properly levied and evasion of it by misrepresenting the number of *kyel* rendered practically impossible, thus securing impartiality with regard to the burden on the people and, at the same time, guarding the national treasury from avoidable loss. In 1906 regulations concerning mining were published as a tax on mine-lots and on mineral products had been introduced, and about the same time the fishery, salt, and ginseng taxes came into force, followed by the house tax, liquor tax, and tobacco tax. This house tax applied to those houses in important towns hitherto exempt from taxation, while the liquor tax and the tobacco tax, being the first essay at indirect taxation were made as light as possible so that development in these industries might not be unduly retarded.

### (3) Adjustment after Annexation

After the annexation the policy adopted by the protectorate was still followed, that of endeavouring to maintain the evenness of taxation and the certainty of collection without making the burden heavier on the people. When, however, the plan of financial independence was adopted because of the economic development of the peninsula, increase was necessarily made in taxation, but always in careful proportion to the economic progress of the people.

But expenditure greatly increased, owing to the expansion made in the various plans called for by the cultural policy adopted to meet the requirements of the times, while the economic development of the people in general proved still too small to bear the increased burden, so financial independence had to be abandoned for a time, and a subsidy was again asked of the Japanese Government to make good the deficiency in revenue.

With regard to taxation, reform was made in the fiscal year 1920 in the method of levying the taxes on liquor, tobacco, and corporation incomes, while making some increase in certain other taxes. In the year 1921 the Tobacco Monopoly and the tax on Exchanges were instituted, and the tax on tobacco automatically ceased, while in the year under review the land and liquor and sugar consumption taxes were raised in order to meet the financial necessity.

As to tax-collection organs, adjustments were made in them on the establishment of the Government-General in October, 1910. The tax-supervising bureaus and inland revenue offices in existence before annexation were all abolished, and the local governments took over the work with the *myen* as auxiliary organs and the provincial governments as supervisors of it in the municipalities, districts, and islands. The following pages give a brief account of how each tax was adjusted.

#### (a) Land Tax

The compilation of the land register and the making of the plans of taxable lands, completed in 1911 and 1912 respectively, made possible a more exact collection of the land tax by definitely fixing their ownership. In 1913 the custom of collecting the land tax from tenant-farmers, attended as it was with great inconvenience owing to their scanty means and the constant change in them, was discontinued, and the land-owners were made directly responsible for its payment.

In order to remove all incertitude with regard to reduction and exemption of the land tax, the regulations for the land tax and urban land tax were made public in 1914, thus opening the way for the levying of the latter on those urban lands hitherto exempt, and for the exemption of waste and reclaimed lands. At the same time the means was provided for exemption from the tax of those suffering from natural disasters, and as the general enhancement in land values made it possible to increase the tax without pressing too hard on the owners, revision was made in it, and the several rates were increased by about 40 per cent. But the ill effects resulting from former corrupt practices, the progress of the times and the betterment in the economic condition made it necessary to introduce a radical revision, so a land investigation of the entire country was started in the fiscal year 1910, to be completed in nine years, and cadastre books and maps of it being finished in June, 1918, the land-tax law was completely remodelled and the *kyel* method of taxation abandoned. Instead, the value of the lands registered in the cadastre books was calculated on the basis of their yearly returns and made the standard of taxation, and, in place of levying the tax according to class and locality, a single rate was fixed at thirteen-thousandths of the land value.

In March of the year under review revision was made in the regulations for the land tax and the urban land tax, and both taxes were made higher to assist in coping with the probable increase in expenditure in the fiscal year following, the revised rates being 1.7 per cent. of the land value for the former and 0.95 per cent. for the latter.

The result of this reform was seen in the estimated income from the land tax for the fiscal year 1919 amounting to over 11,120,000 *yen*, and for 1922 to 14,770,000 *yen*, that is 50% of the domestic taxes, and taking the first place in revenue items. Compared with the estimated amount for the fiscal year 1911, the second year of the annexation, standing at 6,240,000 *yen*, it has increased nearly twofold.

This increase, however, does not mean that the taxation is burdensome, for the average amount for one *tan* (quarter acre) is but 64 *sen* for paddy-land, 16 *sen* for upland, and 57 *sen* for residential land, showing a much lower percentage than that for Japan proper. The Government, too, did not spare any effort in trying to ascertain the simplest way of collecting the taxes so as to render

their payment the less irksome, and not once has the new method of levying brought forth any complaint from land-owners, notwithstanding its complete departure from the old Korean way.

#### (b) Liquor Tax and Tobacco Tax

The new tobacco-tax law and the new liquor-tax law were introduced in March, 1914, and in July, 1916, respectively. In June, 1918, the tobacco-tax law was revised, raising the rate of the tobacco-consumption tax, annulling the tobacco-cultivation tax, and instituting the system of investigation of tobacco-fields. In March, 1919, the liquor-tax law was also revised, raising the rate of the tax on liquors in general, though slightly so for the lowest kind of Korean liquors as compared with others, and the minimum quantity allowed in the manufacture of certain kinds of liquors was also raised. Taking into account the economic development of late years and the comparatively light burden on the articles, the tobacco-tax law was again revised in July, 1920, and the liquor tax law in August, increasing the tobacco-consumption tax from 25% of the retail price to 35%, and abolishing the tobacco-manufacturing tax which yielded but a very small amount. The liquor tax was raised from 12 *yen* per *koku* to 20 *yen* per *koku* for *saké*, with corresponding increase for other kinds of liquors except those of the lowest grade. The time for paying the liquor tax was changed, and on the enforcement of the new Customs tariff, the tax on imported liquors was abolished except on wines and juices.

In July of 1921, consequent on the creation of a State monopoly in tobacco, the tobacco-tax law became null and void, but, taking into account the circumstances of the people, the cultivation of tobacco for private use was still permitted on certain conditions, the licence for it being 80 *sen* a year, and the receipts from this grant amounted to 460,000 *yen* in this fiscal year. As to the liquor tax, the receipts from it were only 200,000 *yen* in the first year of its enforcement, but have now increased to the great amount of 8,500,000 *yen*, and occupy a very important place in the Annual Account, showing, as they do, tendency to further increment.

#### (c) Other Taxes

Besides the taxes above mentioned, the following were levied before annexation took place.

Mineral-products tax: this was first levied on all kinds of min-

erals according to value, but revision being made in part in the mining law, exemption from the tax was granted to important minerals, such as gold, silver, lead, and iron, in order to encourage their increased output.

Mine-lots tax: the regulations for this were changed so as to make it fall lightly on holders during a certain prospecting period by making, in December of 1921, partial revision in the mining law, by which the tax on lots was reduced to half the fixed amount for a period of three years following the formal establishment of a mining right.

Household and house taxes: these were transferred to the control of provincial offices in March, 1919, in order to help meet the increase in local expenditure and so avoid increase in the aid from the national treasury. Fishing, ship, salt, and ginseng taxes were all abolished at the end of March, 1920, because assessment of them required much time and labour, while the returns from them were very small.

#### (d) New Taxes

A war-profits tax was levied on juridical persons and individuals obtaining large profits during the European War, but was abolished upon the signing of the peace treaty at Paris.

The registration fee was first introduced in 1911 and applied to corporations only. In the following year it was revised and a new law enacted, by which it was ordained that fees should be charged for registration of movables, ships, ship's nationality, seamen, juridical persons, trade names, mining rights, and foundation mortgages.

The corporation income tax was first introduced in August, 1916, adopting the regulations relating to corporations in the income-tax law in force in Japan, and in April, 1918, in conformity with the revision made in the law in Japan, the rate was raised by about 20 per cent. The different conditions in Chosen, however, demanded the issue of new regulations concerning the corporation income tax, and this was done in July of the same year. Though following in the main those in the homeland the regulations included certain necessary exceptions, and companies engaging in the iron industry or in exploiting mining concessions specified in the law were made exempt from it.

The exchanges tax came into force in April of the year 1921 in order to check speculation as well as to augment the revenue. It

is imposed on both Exchanges and bill-brokers, the rate being 10% of the brokerage charged by the former, and 0.05% of the contracted amount for the latter.

The sugar consumption tax and stamp duty were introduced in April, 1919. The former was fixed at the rate of 50% of that in the homeland, and made payable on that quantity of sugar taken out at one time from a bonded warehouse and the like, postponement of payment being granted on security for the amount being deposited. Revision, however, was made in the regulations in March, 1921, and the tax was raised to the same rate as that in the homeland, excepting for sugar-beet molasses. The stamp duty is levied, as in the homeland, on the preparation of deeds and books certifying the creation, transfer, or change of property right, with the exception of those prepared after old Korean usage.

The following table gives the results of the collection of domestic taxes and of receipts from *Yoktun* lands, as at the end of June in the year following each fiscal year mentioned.

Description	1922	1921	1920	1919
	<i>Yen</i>	<i>Yen</i>	<i>Yen</i>	<i>Yen</i>
Land Tax . . . . .	14,679,906	11,288,969	11,089,931	10,790,746
Urban Land Tax . . . . .	506,274	362,721	363,543	361,458
Income Tax . . . . .	1,054,766	831,656	1,598,507	752,239
Exchanges Tax . . . . .	587,454	696,933	—	—
Liquor Tax . . . . .	8,505,280	5,153,952	3,767,745	2,601,270
Tobacco Tax . . . . .	468,453	2,972,299	6,268,695	4,770,042
Sugar Consumption Tax . . . . .	1,619,821	1,062,650	614,755	457,899
Mining Tax . . . . .	435,527	574,358	645,953	764,409
Other Taxes . . . . .	24,561	53	114	44,594
Bank of Chosen Note Emission Tax . .	546,644	541,928	681,317	1,558,681
<b>Total . . . . .</b>	<b>28,428,688</b>	<b>23,480,479</b>	<b>25,030,560</b>	<b>22,101,338</b>
Receipts from <i>Yoktun</i> Lands . . .	1,728,853	2,844,435	2,280,004	1,775,781

#### 14. Customs Administration

At the time of annexation, the Imperial Government announced that the existing Customs tariff in Chosen would be left as it was



for the next ten years. In April, 1912, however, the export duty on goods going abroad or to Japan proper, including Taiwan and Karafuto, was abolished in most cases, only wheat, soy-beans, Indian beans, seeds of *Perilla ocimoides*, cattle, hides, coal, and iron ore remaining subject to it, and even these were freed after April, 1919.

As to the import duty on goods from abroad or from Japan proper, revision was made from time to time according as conditions and necessity made it imperative, by which coal, horses, and sheep were made exempt from duty in addition to those goods hitherto admitted free. Certain goods necessary for the iron industry were also allowed free import from abroad or from Japan proper.

In 1913 certain materials imported from abroad or from Japan proper for use in manufacturing articles for export were made free of duty, and ten or more such articles have been placed on this conditional list.

No definite Customs system had ever been established on the frontier along the upper Yalu and the Tumen, but commerce and intercourse there becoming increasingly active after the annexation, the Government issued the Chosen Frontier Customs Law in 1913 and established Custom Houses in important places.

In 1919 the Government felt it necessary to take some measures to adjust the high price of cereals and to alleviate the food shortage caused by the great drought in that year, so the import duty on rice, Italian millet, kaoliang, wheat, and wheat flour was temporarily abolished, and in March, 1920, Indian beans and corn were also added to this list. But in November of the same year, on prices becoming more normal, this measure for affording relief came to an end.

The preceding remarks give briefly the operation of the Customs during the grace of ten years promised to foreign countries at the time of annexation, which period, however, having expired on August 28, 1920, the Government enforced its new system drafted in conformity with that of the homeland.

Receipts from Customs duties have always shown increase except in 1914 and 1915, the first years of the great European War, when they showed a decrease, and in 1919 amounted to as much as 16,870,000 *yen*, the increase being over 5,000,000 *yen* on the previous year in spite of the entire abolition of duty on Korean exports. Though in 1920 they dropped to 11,265,000 *yen* owing to the trade depression accompanying the reaction in economic circles,

they again increased in 1921 to 16,309,000 *yen* and to 15,620,000 *yen* in 1922, or over four times the receipts at the time of annexation, when they amounted to only 3,600,000 *yen*. Of course these increases are in part to be attributed to the rise in prices, but the economic development of the country is the factor really responsible for the favourable aspect.

Anticipating the necessity of adjustment in the Customs system upon the expiration of the grace of ten years promised to foreign countries at the time of annexation, a special committee was formed in March, 1917, to investigate all matters concerning Customs. Several members of it were sent to China, the South Sea Islands, India, and European countries to study the Customs system in the colonies of other powers, and the plan of reform was framed on the combined results of their investigations, keeping the special conditions in Chosen in view.

Regarding the duties on foreign articles, it was decided to adopt the same system as that in Japan itself, and this decision was put into practice on the 29th of August, 1920, save for certain necessary exceptions. At the same time the duties on Korean exports to Japan ceased to be levied since it was the intention of the Government to abolish the Customs between Japan and Chosen for the promotion of their common industrial interests, but the increase in expenditure occasioned by the extension of cultural works made it difficult to do so at once, as the duty on goods coming from Japan formed one of the principal sources of revenue, so it was arranged that the abolition on the Korean side should not obtain until April, 1923.

As the difference in the system of levying the consumption tax in Japan and Chosen demanded the provision of some suitable means for goods so taxed moving between the two lands, and the difference in tariff also demanded similar provision for foreign goods going from Chosen to Japan, new regulations were promulgated providing for a clearance tax to be levied on such goods moving between the two countries.

## 15. State Properties

State properties under the old Korean Government were in the wildest disorder on account of financial derangement, while the

mixed medley obtaining in the functions of the Court and Government made it all but impossible to come to definite decision as to which properties appertained of right to the State.

In 1904, upon the appointment of the financial adviser recommended by the Japanese Government, strenuous efforts were put forth to effect reform in the collection of revenue and to make investigation of the State properties. In 1907 the Investigation Bureau of State Properties and the Investigation Bureau of Court Properties were established to make fundamental adjustment. In the following year the Property Adjustment Bureau was established to take the place of the two bureaus above mentioned, and this office completed the general investigation, though details still remained to be brought into proper order. In 1910, when the Government-General was established, a new effort was made, and the year under review saw the surveying of the properties almost finished and the registration of those adjusted completed, save for some small tracts of forests and uncultivated lands.

The public lands controlled by the Navy and Army were transferred to the Government-General by agreement with the Navy in 1912, and with the Army in 1915, thus bringing the State properties under one single authority, while the investigation and registration of the State properties appropriated for Government use was completed in 1916.

Properties for the use of the Government undergo change every year, and at the end of March, 1922, consisted of lands covering 66,950,000 *tsubo*; buildings (floor area) 581,000 *tsubo*; and ships to the number of 451. The total value of these properties was put at 235,530,000 *yen*. In addition to the foregoing the Government controls about 7,020,600 *cho* of *oktun*, forest, and uncultivated lands, making the area, exclusive of land in military use, 7,043,000 *cho*, or about 30% of the whole area of the country.

The so-called *Yoktun* lands are State lands scattered about in various parts of the country, and in olden times were of two kinds, that is, *yoktun* and *tuntho*. The income derived from the former was set apart to meet the expenses for post-horses and other necessary requirements furnished to those travelling with public letters and papers or on public service, and that from the latter was originally appropriated for the maintenance of the troops stationed in remoter parts, and later for defraying the expenses of certain military and government offices.

These lands were under the control of the Imperial Household Department in the days of the former Korean Government, and when the reform in the Government restored them to the real possession of the State, they were found to be in a most entangled condition, with boundaries and areas obscure and ill-defined, but the preparation of cadastre books and maps in 1909 and 1910, and the land investigation made in 1917 and 1918, enabled a clear demarcation of them to be made, and their adjustment was finally effected.

The *Yoktun* lands lie scattered about in all the provinces and were calculated at over 103,000 *cho* in area, but the land investigation showed it to be over 126,000 *cho*. After deducting some 10,000 *cho* transferred by the former Korean Government and the Government-General to the Oriental Development Company, in payment of the 60,000 shares in the Company subscribed for by them, and adding certain other lands belonging to the State, the area of the *yoktun* lands at the end of March, 1922, measured over 113,500 *cho* in all, comprising 56,400 *cho* of upland, 40,900 *cho* of paddy-land, 1,800 *cho* of residential land, and 14,000 *cho* of marsh and other land.

In principle the *yoktun* lands are leased on rent, but those intended for use in the public interest are leased free. At the end of March, 1922, about 102,200 *cho* was rent-producing, 200 *cho* was on free lease, and 11,100 *cho* remained in the hands of the Government. The tenants numbered over 220,000, paying their yearly rental either in kind or in cash. The produce from the lands unleased is put on public sale each year.

As for the rent, a new rate was fixed in 1914, making it about 40% higher than the old one. The change from payment in kind to that in money, the increased production resulting from encouragement given to agriculture, and the rise in the price of cereals fully warranted this increase being made. The new rent for one *tan* was fixed at 0.76 *yen* for upland; 2.50 *yen* for paddy-land; and 2.03 *yen* for residential land. In 1919, for similar reasons, the rent was again raised to 1.00 *yen* for upland; 3.18 *yen* for paddy-land; and 2.43 *yen* for residential land. But in the following year the price of cereals soaring still higher, a wide difference was created between the Government rate and that of private land-owners, and this caused much inconvenience in administering State lands. In 1920, therefore, the rent for residential land was raised to 3.90 *yen*, and

that for upland and paddy-land fixed on a sliding scale to make it proportionate to the ruling market price of cereals.

The so-called tenant agents or brokers, by their crooked methods in obtaining tenants for *yoktun* lands, caused many troubles, and made incessant change in tenants to suit their own personal considerations. In 1909 the Government encouraged the organization of tenants' unions in various parts, so that the tenants could deal directly with the Government, and through these organizations tried to foster their attachment to the lands taken up by them, to improve the method of farming, and to encourage habits of thrift and diligence. In 1910, when the investigation of lands was completed and the rents regulated according to the grade of land, leases for a term of five years were granted direct to those renting State lands at the time, with the right of renewal at the end of the time, and this right to be held indefinitely unless for some special cause. The leases thus granted could not be made over to others, except under very special circumstances, so that the tenants might become the more closely connected with the land they tilled; but no standard having been fixed as to the area to be leased to each man, it was regulated in 1913 that the area leasable to the average family should be large enough to yield sufficient to supply the needs of the family, but not so large as to demand the help of others in cultivating it. This was done in order to facilitate the proper utilization of the land and to guard against partiality in granting a lease.

So extensive an area under the direct control of the Government naturally did not make for the full and most beneficial use of it, neither did financial conditions require the State to hold these lands for revenue purposes, so decision was reached to sell them to their tenants in order to satisfy their growing desire to possess farms of their own, and sale of them was started in December, 1919, on easy payment terms spread over ten years.

The proceeds from these sales are applied to the furtherance of undertakings for the welfare of the people, such as enlargement of the educational system, investigation and encouragement of agriculture, and the grant of subsidies to light railways and the like.

Table giving area, price, and number of buyers of *Yoktun* lands sold in 1921 and 1922.

Description	1921			1922		
	Area	Price	No. of Buyers	Area	Price	No. of Buyers
Paddy-land .	17,499	3,951,969	34,027	8,273	702,615	14,068
Upland . .	15,855	10,032,884	30,606	2,848	1,611,446	6,004
Residential Land . .	926	612,669	16,423	253	140,522	4,195
Others . . .	520	51,436	434	261	18,898	217
<b>Total .</b>	<b>34,800</b>	<b>14,648,958</b>	<b>81,490</b>	<b>11,635</b>	<b>2,473,481</b>	<b>24,484</b>

A *cho* is about 2.5 acres.

Besides the total shown in the above table, about 1.279 *cho* was sold to people other than tenants by public auction in 1921, and 311 *cho* in 1922.

## 16. Government Undertakings

### (1) Tobacco Monopoly

Smoking is universal among Koreans, nearly everybody contracting the habit even before adolescence is past. So tobacco is cultivated all over the country to meet the large domestic demand for it. The former Korean Government sought to make tobacco one of its most important sources of revenue, and in 1909 issued the tobacco tax law which, however, though several times revised, failed to bring in the expected returns. In 1914 a tobacco consumption tax was imposed by the Government-General, and at the same time some geographical limitation was made as to districts in which tobacco factories might be established.

In the year 1921 the Government, seeing the general situation had developed favourably for the creation of a monopoly in tobacco, published the tobacco monopoly law in April and enforced it in July following, though not fully so, the following exceptions being made in deference to long-established custom:

(1) The manufacture of cut tobacco was still allowed as a private enterprise because of its universal use, and the fact that, if suddenly prohibited, many tobacco-cutters would be deprived of their livelihood. Besides, the Government factories were not in a position to undertake the manufacture even had it been desired.

(2) Leaf tobacco was allowed sale by private dealers to meet the demand of the lower classes accustomed to smoke the leaf whole, though a gradual change in favour of manufactured tobacco is going on.

(3) It has for long been the custom of Korean farmers to cultivate tobacco for their own use,

and 600,000 of them were still possessed of licences permitting this, so they were allowed to continue for the time being, provided the tobacco grown was not in any way put on sale.

(4) To protect the monopoly, the Government has prohibited the import of tobacco in any form except by the Government itself or some person specially commissioned by it to do so. A certain fixed quantity, however, is allowed to be imported for the convenience of those who, on account of health or habit, must have some special kind other than those put on sale by the Government.

(5) Surplus leaf-tobacco may be exported under Government supervision by certain individuals. The manufacture of tobacco for export is also allowed in a few places. But so far no application for permission to do so has yet been made.

The business concerning the cultivation and disposal of tobacco is managed by a branch office, assisted by the local Tobacco Cultivation Association, in each district. The number of cultivators growing tobacco for the Government in this fiscal year was 59,408, associations 33, and the areas cultivated by them 7,304 *cho*. The total amount received by the Government was 1,409,928 *kan*, of which 814,252 *kan* was from Korean, 318,777 *kan* from Japanese, and 276,899 *kan* from foreign seed. The Government factories used 873,000 *kan* and holding a certain quantity in reserve allowed the rest to be sold to exporters of it.

The production of tobacco has in recent years exceeded the demand for it to a great extent. So on the introduction of the monopoly it was felt necessary to regulate this over-supply by making proper adjustment in the areas given over to tobacco by refusing licence to those plantations marked by poor production of inferior quality. But, fearing hasty adjustment might turn out too disadvantageously for the people engaged in its cultivation, it was decided to do this very gradually.

Tobacco manufacture in Korea was started for the first time in 1903 by the Korean-Japanese Tobacco Company, and this led to other companies being established in various parts. At the time the monopoly was instituted, there were some thirty factories at work, those of the East Asia Tobacco Company and the Korean Tobacco Company being the largest. In 1913, after the British-American Trust quitted the field, the East Asia Tobacco Company bought up two of the smaller companies and was able to supply over 80% of the domestic demand.

The Monopoly Bureau then bought out the existing tobacco companies, and on July 2, 1921, started the manufacture of a variety of cigarettes and cut-tobacco. The existing premises, however, were found too inadequately equipped for the work, so temporary improvement had to be effected before it could be fairly begun, and as a first step toward thorough reconstruction, decision was taken

to build the most up-to-date factory possible in Taikyu. The building was started in 1922 and will be completed in 1923. As for the factories already at work, improvement is being made in the quality of the tobaccos manufactured, in the efficiency of the workers, and in sanitary arrangements. At present about 1,000 women and some 4,000 men, including 100 foremen, are employed in these factories.

For the protection and relief of the workers, a Mutual Aid Association was established in March, 1922, under the patronage of the Government-General, to help each other in case of death, injury, sickness, and other accidents, and to provide a bonus for retiring workers. Another association has also been organized among themselves with the object of supplying their daily wants and helping one another in case of need.

All business connected with the sale of tobacco is conducted by the district branch office which sells to appointed wholesale dealers only, of whom there are 54 for manufactured tobaccos and 142 for leaf-tobacco. Licensed retail dealers in tobacco numbered 40,050 at the end of the year under review.

The Monopoly Bureau sells leaf-tobacco, and various kinds of cigarettes and cut-tobacco manufactured in its factories. Foreign cigars, cigarettes, cut-tobacco, and some high grade Japanese cut-tobacco are also sold by it.

Table showing business results for 1922.

Description	Quantity	Receipts
Monopoly Cigarettes . . . . .	3,647,700,000 <sup>Pieces</sup>	17,067,294 <sup>Yen</sup>
"    Cut-tobacco . . . . .	108,400 <sup>Kan</sup>	
"    Leaf-tobacco . . . . .	588,950	1,158,285
Japanese Cut-tobacco . . . . .	3,977	96,923
Foreign Tobaccos . . . . .	—	101,095

## (2) Ginseng Monopoly

Ginseng is a perennial herb belonging to the Araliaceae family. Medical ginseng called *Korai-san* is prepared from six-year-old roots by steaming and drying. The chief market for it is China where it sells at a very good profit, and for this reason was made a monopoly by the Korean Government, but, in 1899, it fell into the hands



of the Imperial Household Department.

The monopoly was in a most wretched condition at the time of the introduction of the Japanese protectorate; the fields being devastated by noxious insects and the farmers giving up cultivation of the plant one after another. The annual production of prepared ginseng, amounting ordinarily to 100,000 *kin*, dropped to 4,000 *kin* in 1908. So the former Korean Government, under the advice of the Resident-General, regained control of it, placed it under the Financial Department, and enacted a ginseng monopoly law in July, 1908.

After the annexation the Government-General took the matter in hand and encouraged its cultivation by introducing modern scientific methods. Associations were organized and money loaned to them at a low rate of interest. In October, 1920, a new ginseng monopoly law was issued, superseding the one promulgated in 1908.

In spite of the increase in area devoted to its cultivation, the yield still showed decrease each year owing to the time required for the production of mature roots. The total yield in 1908 was 13,000 *kin*, which dropped to 2,700 *kin* in 1910, and the prepared article in the same year amounted to only 890 *kin*.

But the encouragement given and the improvement effected began to tell, and gradual increase in production was seen. The prepared article in 1911 amounted to 2,300 *kin* which was increased to 8 times as much in 1914 and 17 times in 1922.

	Area under Ginseng	Raw Root	Prepared Product	Amount Sold	Receipts
	<i>tsubo</i>	<i>kin</i>	<i>kin</i>	<i>kin</i>	<i>yen</i>
1911 . . .	14,345	7,719	2,300	1,631	119,578
1918 . . .	125,213	67,813	19,144	35,753	2,028,753
1919 . . .	195,620	103,785	26,003	30,728	2,082,195
1920 . . .	319,331	116,508	29,694	87,109	2,544,556
1921 . . .	371,328	139,066	36,266	32,090	2,102,730
1922 . . .	475,339	163,053	40,571	35,130	2,269,664

Note. Japanese *tsubo* is  $\frac{1}{1800}$  acre. Japanese *kin* is about 1.3 lbs.

The yearly production of prepared ginseng is naturally more or less regulated by the demand for it in South China. The maximum amount is now fixed at 30,000 *kin*, which limit, however, may be overpassed or otherwise as the condition of the Chinese market may demand.

## (3) Salt Manufacture

The manufacture of salt in Chosen was for long carried on chiefly by forced evaporation. But the method employed was very rudimentary, and the growing shortage and consequent dearness of fuel made the cost of production too high for the native article to compete with the cheap, imported Chinese salt. In 1907 the old Korean Government established an experimental salt-works at Shuan near Jinsen, using the natural evaporation process. The result being very encouraging, it was decided to make the manufacture a government undertaking, and a plan was framed for making salterns.

After the annexation the Government-General, taking over the business, completed the construction of salterns covering 934 *cho* at Kworyo Bay, and another set covering 99 *cho* at Shuan between 1909 and 1912. Obtaining satisfactory results, enlargement of these two salterns was started in 1917, and their total area reached 1,395 *cho* in 1920.

The annual production of these salterns when fully ripened being calculated at only 120,000,000 *kin* or but one-third of the estimated consumption in the peninsula, the Government-General planned the establishment of more salterns covering 2,600 *cho* along the coasts of the three provinces of Keiki, South Heian, and North Heian within seven years from 1920. Of these new areas, 150 *cho* in South Heian and 300 in Keiki are completed, and the remainder is still under way.

The amount of production is on the increase year by year, though the basins are not yet ripe enough to yield their maximum capacity. The following figures roughly show the progress in recent years.

	1911	1920	1921	1922
Production . . . . .	4,500,000 <i>kin</i>	91,000,000	93,000,090	75,000,000
Income . . . . .	80,000 <i>Yen</i>	290,000	1,160,000	860,000

The decrease in 1920 was due to the drop in both demand and price of salt, and that in 1922 to the many wet days.

Up to the year 1921 crude salt only was manufactured, and good table-salt had to be imported from Japan and other countries, but in that year a refinery was set up at Shuan to prepare table-salt of superior quality. The market for its output proving very favourable, the capacity of the plant was enlarged in this fiscal year.

#### (4) Lumber Undertaking Station

The Lumber Undertaking Station is the special government office controlling the State forests covering about 2,200,000 *chobu* in the basins of the Yalu and Tumen, and engages in various kinds of work tending not only to improve the forests themselves but to improve their indirect utilization.

The principal trees in the forests are mostly those found in the frigid zone, such as the larch (*Larix davurica* var. *Principis Ruprechtii*), fir (*Picea jezoensis* and *Abies holophylla*), birch (*Betula Schmidtii*), and aspen (*Populus tremula* and *Populus suaveoleus*), all valuable for utilitarian purposes.

The investigation of the forests, undertaken as a ten-year consecutive work from the fiscal year 1913, consists of two kinds, that is, investigation of the boundaries of the State forests under the control of the Station, and investigation regarding their afforestation. Of the former 3,066,000 *chobu* and of the latter over 1,488,000 *chobu* had been worked over by the end of this fiscal year.

As for afforestation, not only is the natural way utilized but plantation on a large scale is carried on, seedlings of the most suitable varieties for this region being raised in special nurseries.

For the proper protection of the forests the Station established 60 branches in 1919 to guard against wilful damage being done to them, and since the fiscal year 1915 protection unions have been organized in that region to the advantage of both officials and people, and such numbered 232 at the end of this fiscal year, guarding an area of over 508,000 *chobu*. The result being very good it is proposed to encourage more such organizations in the future.

From the first, agreement with regard to logs accidentally or from natural causes adrift on the Yalu was reached between the Station and the Chinese Lumber Company, and in 1914, through the medium of the Foreign Office of Japan, was supplemented by another, whereby the Station, the Chinese Lumber Company, and the Governor of Hunchun agreed that the management of logs adrift on the Tumen should also come under the same regulation. The lower stream of the Tumen, being partly under Russian control, was left for future consideration. In 1918, on revision in the Law of Rescue on Waters being made, the Director of the Lumber Undertaking Station was charged with matters concerning logs adrift on either river.

The preparation of timber was formerly carried on by private

saw-mills under contract. As this proved unsatisfactory both to buyers and to the Station, it was decided that it should be done direct by the Station so that better adjustment between demand and supply might be maintained. A saw-mill at Shin-gishu was bought, enlarged, and equipped with modern machinery for this purpose, and in this fiscal year turned out 181,000 cubic *shaku* of timber from logs measuring 321,000 cubic *shaku*.

The timber prepared by the Station finds its market mostly in Chosen, though a small demand for piles and sleepers comes from Manchuria. Even in Chosen the output by the Station was at first taken solely by the Government, but of late years it has become recognised as excellent in quality and, the credit system being introduced, the general demand for it is increasing.

Table showing result of sales in recent years.

	Timber	Logs	Standing Trees	Total	Receipts
	Cubic <i>Shaku</i>	Cubic <i>Shaku</i>	Cubic <i>Shaku</i>	Cubic <i>Shaku</i>	<i>Yen</i>
1910 . . . .	121,000	48,000	31,000	200,000	1,170,000
1918 . . . .	147,000	82,000	636,000	865,000	2,395,000
1919 . . . .	168,000	75,000	1,469,000	1,712,000	3,855,000
1920 . . . .	124,000	45,000	717,000	886,000	2,896,000
1921 . . . .	172,000	176,000	509,000	857,000	3,055,000
1922 . . . .	176,000	111,000	571,000	858,000	2,640,000

Note: A "Shaku" is about 1 foot.

The business was formerly undertaken on joint account by the Governments of Japan and Korea, and was under the control of the Resident-General. After the annexation it came into the hands of the Government-General and quickly witnessed remarkable improvement, the profit of 80,000 *yen* in 1910 increasing to 850,000 *yen* in 1920, though this fell to 370,000 *yen* in the year under review owing to the universal depression in the business world.

## 17. National Debt.

### (a) Before Annexation

In olden days there existed no national debt lawfully raised by the Government. The credit of the national treasury was far too

poor to admit of such being contracted, and plans laid for the welfare of the people were pigeon-holed almost as soon as conceived owing to the lack of means to carry them on to anything like fruition.

In 1904 the Korean Authorities, acting on the suggestion of the Japanese financial adviser, determined to make a fundamental reconstruction of the administrative system, and thereby rescue the country from its helpless condition and lay the foundation for national development.

But, to do this the Government realized there was no other way than to resort to a national loan for raising the funds necessary for that purpose, and Exchequer Bonds for 2,000,000 *yen* were, for the first time in the history of the country, floated in Tokyo in 1905 and the proceeds applied to the adjustment of the Annual Account. From then on, several loans were made to get funds for the adjustment of the currency system, industrial undertakings, monetary circulation, and the various plans and enterprises taken in hand for the development of the peninsula. The total of these loans amounted to 32,190,658 *yen* in all, of which 1,500,000 *yen* was loaned free of interest by the Imperial Government of Japan as a monetary circulation fund, and the rest at a yearly interest of 6 to 6.5% was advanced by various Japanese banks and the Korean bank.

In June, 1910, a loan of 116,825 *yen* was made by the Korean bank to provide retiring grants to those supervisors discharged as a result of the adjustment of the Royal property. From 1908 onwards, loans amounting to 13,282,623 *yen* in all were advanced by the Imperial Government of Japan for unlimited periods and free of interest, to meet the increased expenditure necessary for the improvement of the administration. On the other hand, the Public Loan Special Account was established to make adjustment of all these loans, and by August 28, 1910, the eve of annexation, the exchequer bonds of 2,000,00 *yen* had been redeemed, and the net balance of the national debt on the same day stood at 45,590,106 *yen*.

#### (b) Adjustment After Annexation

As a result of the annexation, the redemption of the bonds for the monetary circulation fund (1,500,000 *yen*) and the loans contracted for administrative purposes (13,282,623 *yen*), all advanced by the Tokyo Government, became unnecessary, and the debt in-

curred by the currency adjustment was transferred, by a law issued in March, 1911, to the Special Account of the Currency Adjustment Fund of the Imperial Government. At the same time the Government-General borrowed 2,094,677 *yen* from the Bank of Chosen for the construction of roads, subsidies for local engineering works, and enlargement of Heijo Coal Mine Station. The total debt to be borne by the Government-General at the end of the fiscal year 1910 was thus reduced to 21,175,422 *yen* only.

**(c) Promulgation of Regulations for Public Loans**

After 1911 the annual revenue of Chosen was not sufficient to meet the expenditure on continuous undertakings found necessary for the development of the peninsula. It was decided, therefore, to resort to public loans for the raising of funds required for harbour-works, construction and repair of roads and railways, etc. These public loans were regulated by the Chosen Industrial Bond Law and the Chosen Industrial Bond Special Account Law, both of which were promulgated by the Government-General in March, 1911. But in March, 1919, the Tokyo Government issued an Industrial Bond Special Account Law, annulling the Chosen Industrial Bond Special Account Law, and the national loans of Chosen are in consequence now governed by this new law issued by the Imperial Government.

**(d) Maximum Issue**

The maximum amount of national bonds to be issued by the Government-General was fixed at 56,000,000 *yen* by the Industrial Bond Special Account Law. But the enlargement of Heijo Coal Mine Station and the progress of other Government undertakings made it necessary to raise the maximum issue to 96,000,000 *yen*. The amount, however, being still considered insufficient, it was again raised to 168,000,000 *yen* in March, 1918, and to 178,000,000 *yen* in March, 1919.

In the past few years the pressing need of providing for cultural plans has necessitated increase in the amount practically each year; thus in August, 1920, it was raised to 206,500,000 *yen* to admit of the enlargement of Government hospitals, police offices, prisons, and salt fields; in March, 1921, to 230,600,000 *yen* to allow for the flotation of a public loan to pay the compensation called for by the establishment of the tobacco monopoly; and in March of this fiscal year to 393,700,000 *yen*.

**(c) Outstanding Amount**

The national loans by the Chosen Administration, as already stated, stood at some 21 million *yen* at the end of the fiscal year 1910, but owing to the expansion in public undertakings the amount has since made annual increase, especially since 1918, and at the end of the year under review it stood at 227,974,000 *yen*.

# ECONOMIC CONDITIONS

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## 18. System

### (1) Banking Organs

In the days of the former Korean Government the financial system was so primitive that a banking organ worthy of the name was nowhere to be found. Banking business on a modern system was first started by the establishment of a branch of the Dai Ichi Ginko of Japan at Fusan in 1878. Later on the Juhachi Ginko opened branches at Jinsen and Gensan, chiefly to transact business in exchange for the benefit of the Japanese making their home in the peninsula.

After the Chino-Japanese War various parts of Korea were opened to the Japanese, and the two banks mentioned above established branches in Seoul and other important places. About this time two banks, the Han-il Bank (later named the Commercial Bank of Chosen) and the Hansung Bank, were established by Koreans.

In 1902 the Dai Ichi Ginko was granted permission to issue bank-notes for circulation in Korea alone by agreement made between the Japanese and the Korean Governments. In 1905 the Korean Government, at the suggestion of the Japanese financial adviser, entrusted the currency adjustment and the business of the national treasury to the Dai Ichi Ginko, and gave official recognition to the unlimited circulation of its bank-notes; it also came to the aid of the two native banks, the Hansung and the Han-il, which were struggling under financial difficulties at the time. The Keijo Joint Warehouse Company and the Note Association were next organized under Government patronage. The former was established to facilitate the movement of merchandise, and the latter to build up a solid foundation for credit transactions. In 1906 the Agricultural and Industrial Bank Regulations were issued in the interests of industrial development, and several such banks were established in important centres, the Government taking shares in them and granting them loans free of interest.

As auxiliary organs to the agricultural and industrial banks, Local Credit Associations were organized to accommodate small





Oriental Development Company, Keijo



Chosen Industrial Bank, Keijo



farmers with necessary funds. The regulations relating to these associations were issued in 1907, and ten such associations were quickly established, to each of which was granted a foundation-fund and a subsidy toward its organizing expenses; ever since, ten to thirty such associations have been organized every year.

In 1908 the Oriental Development Company was established by agreement between the Japanese and the Korean Governments with the object of encouraging exploitation of the resources of the country by supplying the funds necessary for that purpose. And in 1909 the Bank of Korea was founded as the central bank of Korea, and to it was entrusted the national treasury business hitherto conducted by the Dai Ichi Ginko.

After annexation was effected the Bank of Korea was renamed the Bank of Chosen. Its branches have been established in various parts of the peninsula and in Japan proper. Along with the financial development its sphere of activity was extended to Manchuria, where many branches were opened, and recognition was given to the free circulation of its notes in Kwantung Province and the South Manchuria Railway Zone. The brisk commercial conditions in China and East Siberia encouraged the Bank to go farther afield, and branches were established in Vladivostok, Shanghai, Tsingtao, Chinan, and Tientsin. The Bank also made loans to China in accordance with the Government policy, and opened an agency in New York with the object of facilitating exchange operations and of utilizing the New York market for the development of Chosen and Manchuria. Urged thereto by the general financial development and the expansion of its business sphere, the Bank increased its capital from 20,000,000 *yen* to 40,000,000 *yen* in 1918, and to 80,000,000 *yen* in 1920. The maximum limit of note-issue against securities and excess issue are regulated as financial conditions demand.

In former times, when there was a wide difference between the financial condition of the Japanese and the Koreans in the peninsula, different regulations were followed in permitting the establishment of a bank in Chosen according as the applicants were Japanese or Koreans. But the financial relations becoming ever closer and closer, it was thought advisable to make the regulations identical, so that co-operation by Japanese and Koreans might be the more facilitated. In 1912, therefore, the regulations were revised and unified, and in 1914 the regulations relating to agricultural and industrial banks and local credit associations were also revised.

Since then, encouraged by the financial expansion promoted by the industrial development, and especially influenced by the World War, many banks have been established in the provinces, but the existing agricultural and industrial banks were found much too weak to cope with the increasing demand for funds, their capital all told being only 2,600,000 *yen*, so to remedy this weakness the Chosen Industrial Bank Regulations were promulgated in 1918, and all the agricultural and industrial banks in the peninsula were merged into the Industrial Bank of Chosen with a capital of 10,000,000 *yen*, and to this the Government is giving special protection and supervision with the object of facilitating the supply of funds for industrial undertakings.

The regulations concerning Local Credit Associations were revised in 1918 for the benefit of smaller banking organs established to meet the needs of the peasantry, and the wider establishment of such associations in villages was encouraged. In the towns, too, the establishment of associations of similar character for the benefit of small traders was encouraged.

These associations have formed federations according to their geographical distribution, so that any excess or deficiency of funds may be the more easily adjusted. Each federation supervises the business of the associations in the same province, and the Government has extended aid to them by lending each one a sum of 200,000 *yen*. They are required to maintain connexion and co-operate with the Industrial Bank of Chosen in facilitating monetary circulation in the provinces.

The banking organs have thus developed a systematic organization, and are aiding in the economic activity of the peninsula by making possible the smooth circulation of money. Besides these regular systems, auxiliary organs, such as Mutual Financing Associations and Trust Businesses, are actively at work, and this year new regulations for the former were issued to ensure their proper working, while similar provisions for the latter will be issued on a suitable opportunity presenting itself.

#### Business of Banks

(End of December, Each Year)

	1922	1921	1920	1919	1918	1917
Banks . . . . .	22	22	23	17	17	11
Branches . . . . .	134	126	121	111	101	59

(Continued)

	1922	1921	1920	1919	1918	1917
Capital Subscribed . . .	<sup>1,000 Yen</sup> 144,350	144,350	143,350	64,650	59,993	12,550
Capital Paid-up . . .	84,650	83,423	83,050	60,003	38,066	7,080
Government Shares . . .	3,463	3,463	3,463	3,463	3,463	434
Loans by Government . . . . .	2,857	2,865	2,891	2,909	2,919	2,634
Reserve Fund . . .	14,145	12,531	10,083	6,508	3,794	366
Debentures Issued . . .	82,550	49,550	33,450	17,500	3,000	900
Deposits . . . . .	153,521	171,891	139,357	125,265	84,649	18,355
Loans . . . . .	301,394	307,260	230,696	270,647	140,338	37,912
Net Profit . . . . .	9,541	10,901	10,253	5,626	5,193	130

## Business of Banking Associations

(End of Each Fiscal Year)

	1922	1921	1920	1919	1918	1910
Associations . . . . .	461	433	400	393	278	120
Members . . . . .	332,285	285,484	244,374	218,007	140,246	39,051
Capital Paid-up . . .	<sup>1,000 Yen</sup> 4,299	3,480	2,551	1,750	784	—
Government Subsidies . . .	3,094	2,994	2,804	2,795	2,605	1,200
Reserve Fund . . .	2,190	1,414	1,098	895	800	61
Debts . . . . .	29,316	23,372	19,474	13,337	1,513	—
Deposits . . . . .	22,665	16,478	10,098	6,595	2,024	—
Loans . . . . .	61,655	47,858	37,336	27,729	8,734	779
Net Profit . . . . .	1,402	1,051	462	210	143	101

## (2) Currency

There was no definite coinage system in the days of the former Korean Government, and for several hundred years a small coin only, called *yopchun*, circulated among the people.

In 1894 the silver standard was adopted, and seven years later was changed to the gold standard which, however, did not come into active operation.

The Government, driven by financial stress, started the excessive issue of nickels. Counterfeiting was common among the people, with the result that the credit of the coin rapidly fell and stability in the prices of commodities was destroyed. In 1904, on the appointment of the Japanese financial adviser, the regulations relating to

the gold standard were revised and put into force in July, 1905. The minting of new coins was then started and the free circulation of Japanese money officially recognised, while the mischievous nickels were rapidly withdrawn from circulation.

Having regard to the general condition of the people, however, the old bronze coin *yopchun* was allowed to circulate for the time being as a subsidiary coin. At the same time, the banknotes of the Dai Ichi Ginko were granted free circulation in the peninsula. The privilege, however, was later transferred to the Bank of Korea to which was entrusted the national treasury business.

After the annexation the Government-General decided to make the currency system of Chosen identical with that of Japan. From March, 1911, to the end of 1917, the withdrawal of old Korean coins amounted to 8,954,000 *yen* odd, and it was then estimated that, of the coins in circulation amounting to over 69,600,000 *yen*, the value of Korean coins was only 2,502,000 *yen*, so on the first of April, 1918, the Coinage Law of Japan was enacted in Chosen, and the circulation of Korean coins was prohibited after the end of 1920, the Government engaging itself to exchange them for Japanese coins during the five succeeding years.

As for bank-notes in Chosen, they were first issued by the Dai Ichi Ginko in 1902. Three years later the note was acknowledged as legal tender and given the privilege of free circulation in the peninsula. On the establishment of the Bank of Chosen in 1909 the privilege was transferred to the new central bank. In December, 1917, the bank-note was allowed free circulation in Kwantung Province and South Manchuria Railway Zone, replacing the Yokohama Specie Bank notes which had been circulating in these districts. In March, 1918, the maximum limit of note-issue against securities was increased from 30,000,000 *yen* to 50,000,000 *yen*, and in November of the same year an excess of 20,000,000 *yen* was recognized. In November, 1919, financial activity becoming very brisk, the excess issue was raised to 50,000,000 *yen* and the actual amount of issue reached 140,000,000 *yen*. In July, 1920, the excess issue was reduced to 20,000,000 *yen*, but was raised again in December of 1921 to 40,000,000 *yen*.

The money now circulating in Chosen consists of three kinds, Japanese money, Korean coins, and the Bank of Chosen notes. The amount in circulation each year is shown below:

1918... ¥104,000,000—¥ 93,000,000 Bank of Chosen Notes

1919...	¥134,000,000—¥121,000,000	Bank of Chosen Notes
1920...	¥ 98,000,000—¥ 85,000,000	„
1921...	¥110,000,000—¥101,000,000	„
1922...	¥ 81,000,000—¥ 71,000,000	„

Compared with the amount in circulation at the end of the year of annexation, (29,000,000 *yen*) it shows an approximate threefold increase.

### (3) Settlement of Land System

In the days of the Korean Government the land system was in a most confused condition, a proper system of taxation not having been instituted and the cadastre books in existence being anything but reliable, so if a fundamental reform in it had not been effected there could have been no solid foundation for the economic development of the country. After the establishment of the Japanese protectorate, therefore, the Korean Government, under the guidance of the Resident-General, not only introduced the system of certification of immovables and framed regulations relating to land registers, but set about a proper investigation of the land. After annexation the Government-General took over and continued this work for the next eight years at a cost of more than 20,400,000 *yen*, during which time trigonometrical and topographical surveys of over 14,300 square *ri* were made, together with investigation of ownership, value, and topography of 19,000,000 land-lots, compilation of cadastres with corresponding maps and books containing the number, kind, area, ownership, and classification of each lot, and topographical maps on the scale of one fifty-thousandths, one twenty-thousandths, and one ten-thousandths.

For the furtherance of this work inspection was also made of the cadastral business of prefectural municipalities, districts, and islands, and the collection of material for a geography of the country started. In July, 1918, on the completion of these works, it was decided that the standard of taxation should be based upon the land value registered in the cadastre book, so that the fairness of taxation might be maintained. The land system and land-tax system having thus been fixed, various troubles among the people as to the ownership of land were all removed, thus facilitating utilization of the land and economic improvement.

## 19. Economic Circles

### (a) General

Under the Korean Government the financial condition was so bad that there was never any money to spare for furthering the economic development of the people, while the wretched condition of the monetary system and the resultant fluctuations in the price of commodities also prevented any advance being made, and though during the Japanese protectorate endeavour was made to remedy this deplorable condition, its evil effects could not be overcome all at once, especially as the country suffered all too frequently from raids by bandits, but after the annexation the Government, having industrial development uppermost in mind, strove hard to make improvement in the organs of communication and monetary circulation, and its endeavours, coupled with the influx of Japanese funds and the feeling of security induced in the popular mind, produced a remarkably good effect on the industrial development of the people and the commercial progress in the peninsula. This may be seen by referring to the following table giving economic statistics for the years 1910, 1920, and 1921.

	1910	1920	1921
Paid-up Capital of Corporations Exclusive of Banks . . . . .	8,674,000 <sup>Yen</sup>	101,328,000	123,521,000
Agricultural Products . . . . .	241,722,000	1,433,715,000	1,097,364,000
Forest Products . . . . .	19,266,000	31,392,000	56,905,000
Aquatic Products . . . . .	8,103,000	61,108,000	71,369,000
Mining Products . . . . .	6,068,000	24,205,000	15,537,000
Industrial Products . . . . .	30,976,000	231,446,000	228,431,000
Exports and Imports . . . . .	59,696,000	430,915,000	450,658,000
Receipts and Disbursements by Banks . . . . .	2,095,394,000	27,887,695,000	26,239,230,000
Bank Deposits . . . . .	18,355,000	139,357,000	171,891,000
Loans by Banks . . . . .	22,990,000	214,521,000	287,317,000
Bank of Chosen Notes . . . . .	20,163,000	114,034,000	136,360,000

### (b) Condition in Recent Years

#### 1919

The reaction caused by the Armistice still continued, and the fall in the price of rice and the outbreak of the independence movement caused more or less depression in economic circles in the



early part of 1919, but the second half of the year saw the setting in of a period of brisk trade, and prices of commodities and wages rose very high, while the rage for new enterprises rose almost to fever height, with the result that trade was never so brisk. Prices of commodities in Seoul gradually rose and showed an increase by over 30 per cent. on the average compared with the preceding year; especially did the price of rice rise until it was more than 51 *yen* per *koku* at the end of the year as compared with 31 *yen* at the beginning. At the same time wages also rose by 100 per cent. as compared with the preceding year. Paid-up capital in the same year for new enterprises amounted to 14,000,000 *yen*, and for the extension of existing concerns to 17,000,000 *yen*, or a total of 31,000,000 *yen*, and showed an increase by 7,000,000 *yen* on that of the preceding year. Owing to the activity in rice, cotton, and soy-beans, and the fall in freight, the export trade with foreign countries and Japan proper amounted to as much as 222,000,000 *yen*, or 66,000,000 *yen* more than the preceding year, and the import trade proved brisk in cotton yarn and cloth for the provinces, in millet and other foodstuffs from Manchuria, and hemp and coal from China, amounting in all to 283,000,000 *yen* with an increase of 122,000,000 *yen* on the preceding year. Bank deposits and loans at the end of the year amounted to 125,000,000 *yen* and 253,000,000 *yen*, showing a respective increase by 40,000,000 *yen*, or 48 per cent., and 126,000,000 *yen*, or 100 per cent., while the notes of the Bank of Chosen in circulation at the end of the year amounted to 163,000,000 *yen*, an increase of 48,000,000 *yen*, or 38 per cent., on the preceding year. This great increase was partly due to the rise in price of merchandise and the brisk transactions in it, but largely to the prevailing mania for speculation. So the Bank of Chosen, seeing that settlements of accounts by exchange was becoming very difficult on account of the unfavourable balance of trade, followed the example of the Nippon Ginko and raised its rate of interest on deposits twice, and its interest on loans three times, the other banks following suit, to warn its clientele of coming financial danger. Bonds were issued and calls made upon shareholders to secure retrenchment in the money market, which precaution proved effective in lessening the financial crash in 1920.

## 1920

Up to March of 1920 the economic circles maintained a favourable condition owing to the boom consequent upon the Great War

still making itself felt, and the index-number of articles, taken as 100 before the War, mounted on the average from 350 at the end of the preceding year to 367, while trade during these three months ran to 15,000,000 *yen* more than in the corresponding months of the preceding year. The bank-notes in circulation at the end of March reached over 150,000,000 *yen*, and the excess issue hovered very near the legal limit. But in April, the panic in Japan proper, arising from the excess of imports and the many bankruptcies, made itself felt in the economic circles in Chosen.

Staple commodities, such as rice, soy-beans, cotton goods, and Chinese hemp, suffered a sudden fall in price. Plans for various enterprises were frustrated; the export of cereals and cocoons gradually fell off; intermediate transactions dwindled; and the precarious condition of speculative merchants was fully exposed. At first, however, the collapse of the boom entailed no such heavy consequences on Chosen as on Japan, but in the second half of the year the world-wide depression reflected itself in the peninsula in a very serious way. The price of rice dropped from 49.50 *yen* to 38 *yen* per *koku* at the beginning of March and to 19.80 *yen* in December. Soy-beans and raw cotton also made a sudden drop, cotton goods slumped from 550 *yen* to 330 *yen* per bale, and Chinese millet from 25 *yen* to 7.50 *yen* per *koku*. Lesser commodities shared the same fate, so that the average index-number of prices in Seoul, which was 367 in March, showed 290 in July, and 239 in December, a 30% drop as compared with that of December in the preceding year.

Of the total amount of trade standing at 440,000,000 *yen*, export showed a decrease by 25,000,000 *yen* and import a decrease by 33,000,000 *yen* as compared with 1919, while the excess of imports amounted to 52,000,000 *yen*.

In consequence of the economic depression the money-market during the year was very dull. Demands for funds for new enterprises began to wane; deposits decreased; and the influx of Japanese funds stopped. Foreign trade showed an unfavourable balance of 10,000,000 *yen* each month during April, May, and June. In consideration of these serious conditions the Industrial Bank of Chosen raised the rate of interest at the end of April, and again in the middle of May. The Bank of Chosen also raised the rate of interest in June; loans were gradually called in, and the amount of bank-notes in circulation fell to 95,000,000 *yen* by the end of October.

In the latter half of the year, however, funds from Japan again

became available, and a sign of revival was seen toward the end of the year by the appearance of the new crops of cereals and raw cotton, which created a demand for funds. The general condition of the market, however, still continued in a depressed state, though deposits and loans slowly increased.

### 1921

The financial condition in the earlier part of the year was so unstable as to render it almost impossible to make any forecast.

The rice market, though receiving a fairly large order from Japan, continued weak in tone affected by the general dull condition prevailing in Japan proper. Soy-beans dropped to 10 *yen* per *koku* at one time, but the stoppage of the import of Manchurian soy-beans into Japan created a large demand for Korean soy-beans, and the price rose to 15 *yen* in May. Other staples, such as fish, cocoons, cotton, and gold, though transactions in them were in larger volume, dropped in price, so that export in the first part of the year decreased by 9,590,000 *yen* as compared with that of the corresponding period of the preceding year. Import also decreased by 41,000,000 *yen* on account of the dull market for millet, cotton, and Chinese hemp.

In the latter part of the year the rice market was enlivened by a sudden rise in price in anticipation of a poor harvest in Japan proper. The export during the period surpassed that of the corresponding period of the preceding year by 18,950,000 *yen*. The export of soy-beans also showed an increase of 3,530,000 *yen*, this being mostly due to the fact that the Manchurian product rose very high on account of the marked advance in the silver market and the consequent large orders diverted to the cheaper Korean product. Besides these staples, hides and cattle amounted to 2,290,000 *yen*, and fish to 1,380,000 *yen*. The increase in export in the latter part of the year was about 30,850,000 *yen*, a 30% increase compared with that of the corresponding period of 1920. Import during the period also increased by 24,500,000 *yen* on account of the improved condition of the cotton and silver market, while importers were encouraged by the anticipation that the strong tone of rice would give the farmers a big purchasing power.

The money market in the first half of the year was very dull owing to the general commercial depression, but in the latter half assumed a new appearance, being enlivened by the brisk trade in, and the rise in price of, rice.

The loans by banks and by the Oriental Development Company

decreased by 2,930,000 *yen*, while the deposits increased by 3,650,000 *yen*, as compared with those of the preceding year.

In March and April the export of rice, soy-beans, and fish made a gradual increase, but after May, these staples having all been transported, the trade again slackened, and though the banks lowered the rate of interest on loans it effected no positive influence on the money market. The tendency of financial slackness became more and more conspicuous toward the end of the first half.

The slackness was still manifest in the earlier part of the second half, except that trade began making slow recovery from July. In October the price of rice made a sudden jump in anticipation of a poor crop in Japan proper, which gave an impetus to the export trade. The unfavourable condition since April turned in December, and the excess of export amounted to 14,000,000 *yen*.

The import trade was no less animated than the export in expectation of the big purchasing power of farmers caused by the high price of cereals. Along with these trade activities a speculative tendency among the people became manifest, and the banks had to adopt a cautious attitude by raising the rate of interest on loans.

Toward the end of the year there was a large demand for funds, caused by the appearance of the new crop on the market. The Bank of Chosen, in consideration of the situation and the year-end settlement of accounts, obtained official recognition for enlargement of its note-issue against securities by 20,000,000 *yen*. Its total note-issue reached its highest point in the middle of December, amounting to 137,850,000 *yen* which, though decreased by 1,490,000 *yen* by the end of the year, showed an increase of 22,320,000 *yen* as compared with that of the preceding year.

The total of deposits with the various banks and the Oriental Development Company amounted to 124,580,000 *yen*, and loans to 258,880,000 *yen*, an increase of 36,900,000 *yen* in deposits and 55,640,000 *yen* in loans as compared with those in 1920.

Wages, which reached their lowest point in July, made a gradual rise toward the end of the year, while the price of commodities continued the drop started in October, consequently, the amount of cleared bills was comparatively small, and this, with the excess of export, contributed to the smooth settlement of the year-end accounts.

## 1922

Excess of imports and decline in prices still persisted as a great menace to financial circles. Though about the middle of the year a

favourable turn in trade set in, it proved only a passing phase and, as the year advanced, successive bank failures in the homeland again cast a gloomy shadow over the entire market and intensified the depression. It is true that the peninsula, the economic life of which mostly depends on its agricultural products, was proportionately less affected by the adverse tide of trade as it was less favoured by the War boom, but being quite powerless to counteract the general current, it could only follow a negative course, and as a consequence tightening of the money market, decrease in stocks, and slackness in enterprises were everywhere in evidence.

The total amount of trade during the year was 471,000,000 *yen*, showing a decrease in export by some 3,000,000 *yen* and an increase in import by as much as 23,000,000 *yen* on the preceding year, while the excess of imports was over 40,000,000 *yen*. On the whole, however, it may be said that the swollen volume of trade was really indicative of the ever-growing economic power of the peninsula.

The rice market, which maintained a rather weak tone during the first half of the year, became animated with the rise in price in the second half, but toward the close of the year, in expectation of a rich harvest as well as of a considerable surplus on hand, it again found itself in low water. The export of Korean rice during the year on the other hand, exceeded in value, though not in volume, that of the previous year by some 2,900,000 *yen*, since the average quotation was always a little higher than in that year.

The soy-bean market ruled unusually high, owing to the scarcity of the Manchurian product, until July, when it took on a downward movement because of smaller order received from Japan and larger importation made from Manchuria, with consequent fall in export by 1,500,000 *yen* as compared with the previous year. The export of Korean wheat also suffered decrease by the large amount of 3,600,000 *yen*, this partly on account of the greater domestic demand for it and partly as a result of the ruling influence of foreign wheat in the Japanese market. Minor exports including sugar, raw silk, gold, etc., each showed a somewhat upward tendency.

A large importation of Manchurian millet, one of the foremost imports, was witnessed this year owing to the undue appreciation in the price of rice, and showed the enormous increase of 7,800,000 *yen*. As regards cotton goods, the leading import, several factors, such as decline in the popular purchasing power, fluctuation in price, and the cautious attitude of moneyed interests, caused importation of

them to be cut down so much that the decrease amounted to over 14,000,000 *yen* as compared with the preceding year.

The money market during the year under review continued its course of shrinkage, being affected by the prevailing after-war slump in the homeland. All the banks consequently assumed a very cautious attitude, and in May raised the rate of interest in keeping with the general trend, and toward the year-end their caution became still greater owing to the news of the many bankruptcies in the homeland.

The deposits in the various banks, totalling 171,000,000 *yen* at the beginning of the year, had dwindled to 168,000,000 *yen* at the end of it, despite the utmost efforts by bankers to stay the unfavourable tendency. On the other hand, loans advanced by them did not show any substantial decrease because of a newly-aroused demand for funds in the industrial direction, and at the year-end stood at over 341,000,000 *yen*, including 180,000,000 *yen* loaned in the way of commerce, while the issue of notes by the Bank of Chosen, which at one time fell to 85,000,000 *yen* was again swollen to over 100,000,000 *yen*.

## 20. Trade

### (a) Import and Export

Prior to the annexation the total trade of Korea was about 50,000,000 *yen* and was subject to violent fluctuation, but after that it steadily expanded, favoured by the development in communications and in various fields of industry. It also received a great impetus from the increasing demand for goods and commodities in Japan proper, China, and Russian territories on account of the War. The manufacturing industry was greatly animated by this favourable condition, and the export of industrial products made a big increase along with agricultural, aquatic, and mining products.

The import trade in foodstuffs, textiles, and other articles of daily use has made constant increase since the annexation, keeping pace with the advance in wealth of the country and the progress of the people. During the War it suffered a slight depression in 1914 and 1915, but recovered with the industrial and economic development of the country effected by the brisk export trade and

the influx of Japanese funds, and not only daily necessities but industrial and building materials were imported in large quantity. This expansion in trade must be attributed, for the most part, to the steady economic development of the country, though the rise in price of commodities doubtless had some share in it.

In 1911 the total amount of trade reached about 72,000,000 *yen*, the export trade including that with Japan proper accounting for 18,000,000 *yen*, and the import including that with Japan proper 54,000,000 *yen*, but it had risen in 1919 to as much as 505,020,000 *yen*, of which 221,940,000 *yen* was in export and 283,080,000 *yen* in import, showing respectively about 11, 5, and 7 times the figures for the year 1911.

In 1920, however, the depression following in the wake of the War set in, and the total trade fell to 446,300,000 *yen*. But in the year under review it reached 471,000,000 *yen*, showing an increase by about 11 times in export, 5 times in import, and 6 times in total over the trade of 1911.

Table showing trade figures for the past ten years.

Year	Export To			Import From*		
	Foreign Countries	Japan	Total	Foreign Countries	Japan	Total
1922 . .	1,000 Yen 17,489	197,915	215,404	95,798	160,247	256,045
1921 . .	20,884	197,393	218,277	75,898	156,483	232,381
1920 . .	27,639	169,381	197,020	106,174	143,112	249,286
1919 . .	22,098	199,849	221,947	98,158	184,918	283,076
1918 . .	18,697	137,205	155,902	43,151	117,273	160,424
1917 . .	20,236	64,726	84,962	31,396	72,696	104,092
1916 . .	14,854	42,964	57,818	22,675	52,459	75,134
1915 . .	9,319	40,901	50,220	18,159	41,535	59,694
1914 . .	6,448	28,587	35,035	24,647	39,047	63,694
1913 . .	5,921	25,314	31,235	31,618	40,429	72,047
1912 . .	5,616	15,369	20,985	26,359	40,756	67,115

(b) Balance of Trade

As seen from the foregoing table, excess of imports has been the rule every year, chiefly because of the importation of special kinds of material needed for the development of the peninsula, so it cannot altogether be considered a cause for regret. Moreover, owing to the

development of industry, exports are on the increase, and the excess of imports has shown a tendency to decrease since 1912, while if the bullion produced in Chosen is included in the export figures, an export excess of over 1,000,000 *yen* is seen for the years 1915 and 1918. That excess of imports again appeared in 1919 was due to the importation of foodstuffs for the relief of the sufferers from the drought, and the great excess in 1920, compared with other years, though showing a slight decrease on the preceding year, was brought about by decreased exportation of rice and its sudden fall in price, and therefore can not be regarded as an ordinary occurrence. The big decrease in import in 1921 shows that trade conditions are reverting to their normal state.

A brief consideration of trade for the past four years is given below:

**1919.**—The export trade was enlivened by the brisk commercial condition in Japan proper and the high price of agricultural products. The greater supply of bottoms and the world-wide shortage of food also contributed to the activity of the trade. In especial the export of rice and soy-beans increased by 60,000,000 *yen*, and several other staples increased by between 1,000,000 *yen* and 3,000,000 *yen*.

As for the import trade, Manchurian millet and various other cereals were imported in vast quantity on account of the drought and the high leap in the price of rice. Moreover, the big purchasing power of the people created a large demand for clothing materials, and the import of cotton and hemp broke the records of previous years.

**1920.**—The favourable condition of trade during 1919 still continued during the first half of this year. But the situation turned in the latter half. Cereals and cotton made a big drop in price, being affected by the financial panic in Japan proper, and enterprises and commercial transactions were thrown into depression.

**1921.**—The export trade was very dull in the first half of this year on account of the financial stagnancy, but was enlivened by the good crops in the second half and made a 10% increase, while the import trade decreased by 7% on account of the drop in price of cotton goods, and the weak demand for Manchurian millet and other foodstuffs.

**1922.**—The situation in the first half of this year was rather favourable owing to the comparatively high quotation of rice, and showed much improvement in both import and export over the same period



of the preceding year, but the second half ended with dulness in trade since the special tendency was for financial retrenchment.

### (c) Countries Concerned

The sphere of trade activity of Chosen is very wide, covering Europe, Asia, North America, and Australia. But Japan proper, having geographical and economic advantages, heads the list with the record of 92% of the export and 68% of the import, with 76% of the total, other countries taking 24%, or 18% in export and 37% in import.

The order of comparative importance of the principal countries concerned in the trade is: China and Asiatic Russia for export, and China, the United States, England, Dutch Indies, and Asiatic Russia for import.

Table showing the amount of trade with the principal countries for the past three years.

	Export			Import		
	1920	1921	1922	1920	1921	1922
Japan . . . . .	<sup>1,000 Yen</sup> 169,380	197,392	197,914	143,111	156,462	160,247
China . . . . .	24,278	19,228	16,661	77,380	50,188	62,787
Asiatic Russia . . . .	2,352	1,095	551	447	376	864
Dutch Indies . . . . .	10	23	11	1,505	1,527	2,354
United States . . . . .	266	301	125	19,700	14,374	18,069
England . . . . .	213	3	3	4,940	7,808	8,078

## 21. Prices and Wages

The price of commodities in Chosen has made a gradual rise since 1916, being affected by the economic condition in Japan proper which in turn was greatly enlivened by the World War.

The average index-number of staples in Seoul in October, 1918, reached as high as 245 against 100 in July, 1914. Though the conclusion of the Armistice treaty in November, 1918, caused a heavy fall in the price of war-time commodities, rice and other cereals still maintained their high price, and the index-number of staples in Seoul rose to 265 in February, 1919, that is, 20 above the highest record

during the War. But in March, the fall in price of cereals and cotton goods caused a fall in the average index-number by 11 as compared with that in February. This was, however, only a temporary phase.

The difficulty facing industrial revival in Europe after the War, the rise in price of foreign rice in the countries of origin—these and other causes again worked a change in the commercial and industrial condition in the peninsula. Trade became brisker, new enterprises were launched, the currency was inflated by the increase in specie, and the speculative tendency again manifested itself among merchants. This commercial briskness accelerated the rise in prices, so that the average index-number in March, 1920, was as high as 367. But it was not long before the reaction from the post-war boom came upon the economic world. The panic in April caused a heavy slump in the price of staples, and this was indicated in their average index-number, which dropped to 207 in 1921, and to 200 in 1922.

Speaking about wages, a big advance was made in 1918 and again in 1919 on account of the boom in business, the shortage of labour, and the high cost of living. Though the average rate did not keep pace with the continual rise in price of commodities, yet, under the growing influence of the labour movement in Japan after the War, it made a steep ascent and reached its record-breaking point in May, 1920. It has since maintained its high level, notwithstanding some seasonable fluctuations. In the year under review it suffered a slight fall during the earlier months but quickly recovered, and toward the end of the year came up to nearly the same level as in the previous year.





Higher Common School for Korean Boys at Koshu



Museum, Keio

# EDUCATION

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## 22. Educational System

### (a) Ancient System

Education in Chosen first had its foundation in Confucianism, and had as its highest aim the passing of a civil service examination. Pupils passing through the *keulpang* or *sohtang*, in which they were taught to write and read Chinese characters, entered the district *han-gyo* for a further course, after which they studied at one of the preparatory schools, four in number, for entrance into the Seikin-kan or *Song-gyun-koan* in Keijo the highest educational institution in Chosen, and after graduating from this took the civil service examination, the successful passing of which gave them official rank and made them eligible for official positions for all time. On the abolition of this system of appointing civil officials in 1894, these various schools continued in existence in name only, with the exception of the *sohtang* which still carried on as before. In 1895 the Korean Government, taking the educational system in Japan proper as its pattern, introduced a new educational system, and established elementary, middle, and technical schools in Keijo and elementary schools in the provinces, but these failed to rise to the occasion, and the teachers themselves were for the most part quite unfitted to perform their duties in any satisfactory way. As for the private schools, Christian missionaries established most of them, though, about 1905, Japanese also took up the work of establishing such schools for Koreans. The advent of the Residency-General régime led to renovation and enlargement of existing government schools and the establishment of others; special emphasis being put upon elementary education, and this was mainly effected through the agency of Japanese instructors.

### (b) Educational Policy

After the annexation investigation of the educational system and expansion of educational organs were planned, with the object of giving the people a sound education and transforming them into loyal subjects in accordance with the Imperial Rescript on Education.

But owing to the difference existing between Japanese and Koreans in their mode of thought, in culture, language, customs, and manners, it was decided to differentiate the educational systems for Japanese and Koreans, that for Japanese being made to conform with the system in Japan proper, except in points bearing on the special conditions in Chosen, while that for Koreans was framed to suit the spirit of the times and the needs of the people. In the twelve years that have elapsed since the annexation, the yearning of Koreans in general for education has become far more intensified, and this has necessitated the introduction of far-reaching reforms in the educational system, aiming, on the one hand, at the full provision of educational organs and, on the other, at conducting the education of Koreans on the same level as Japanese, thus enabling them to enter schools of higher grade on the same terms as Japanese students.

#### (c) Administrative Organs

As administrative organs of education there are at present in the Government-General an educational bureau with school affairs section, editorial section, religious section, investigation of historic remains section, and a school inspectorate, while in the provinces a school affairs section forms part of the internal affairs department, and this, too, has a staff of school-inspectors charged with matters concerning education, science and arts, religion, historic remains, and famous places.

#### (d) Educational Organs

Since the annexation education in the country has been established on modern lines, and schools have been provided or enlarged year by year to meet the growth in the number of pupils seeking enrolment owing to the keener desire for education felt by the Koreans.

At present, for the education of Koreans, elementary and secondary, there are common schools, higher common schools, and girls' higher common schools. For the education of Japanese there are primary schools, middle schools, and girls' high schools. For the co-education of Japanese and Koreans there are industrial schools, normal schools, and professional schools. Besides these public and government schools there are denominational and private institutions of various kinds.

Since the government reorganization in 1919 particular emphasis has been put upon the matter of education, and greater proficiency and efficiency on the part of educationists has been encouraged. To effect this, teachers of elementary schools have been called at seasonable times to attend special courses held at the central or provincial offices, or sent to Japan proper or North China on tours of observation, and teachers of secondary and professional schools have been sent to the Imperial Universities or Normal Colleges in Japan to make special study of their own subjects, or ordered abroad to make inquiry into educational conditions in western lands. For the supply of secondary school teachers promising candidates are yearly sent to the Normal Colleges in the homeland for proper training, while several scholars have been sent abroad for further study, preparatory to the establishment of a university or other higher institution in this country.

#### **(c) Korean Students in Japan**

In November, 1920, the restrictive regulations for Korean students in Japan proper were totally rescinded, thereby giving positive freedom to those studying at their own expense, and new regulations regarding Korean government students in Japan were issued, by which such students are chosen from among satisfactory graduates of secondary schools, school teachers, and those studying in Japan at their own expense.

The Government advances the expenses of these students during the time they are in the educational institutions to which they have been sent, and on graduation, not only appoints them to official posts but finds them positions in banks, companies, and other establishments. The present number of students thus supported is fifty-four in all. Some revision has been made this year in the regulations in the hope that this number may be further increased.

#### **(f) Reforms in Educational System**

Following on the annexation the Chosen Educational Ordinance was promulgated in August, 1911, thus laying the foundation for the education of Koreans, and in October the regulations relating to common schools, higher common schools, girls' higher common schools, industrial schools, and private schools were published. These were framed on the policy of making the educational system as simple as possible yet at the same time capable of turning out youths

practical enough to be of use in helping on the development of the country, as it was considered that a long course of study would be detrimental to the sound diffusion of education.

But the passage of a dozen years since the annexation has worked a remarkable change in both the outlook of the people with regard to education and in the general condition of the peninsula, so the educational system originally introduced has grown out of date and quite unequal to the satisfying of the desire of the people and the requirements of the times. Consequently, the Government-General appointed a special educational investigation committee and charged it with the duty of studying what reforms could be made so as to bring the educational system into harmony with the times.

While thus starting investigation for the formation of a sound educational system, it was at the same time decided to make at once such reforms as were urgent, and the course of study for common schools was lengthened to six years, with liberty, should local conditions be unfavourable, to shorten it by one or two years, while higher common schools were granted permission, if thought desirable, to take up a supplementary course not exceeding two years, so as to make the courses for elementary and secondary schools for Koreans correspond with those of Japanese schools of the same grade. In this fiscal year the new educational ordinance was made public, together with the revised system for all accredited schools from kindergarten to college, thus marking another new era in the history of Korean education.

#### (g) Private Schools

For the guidance and supervision of private schools special regulations were framed, and these were made applicable to private schools of every description. A definite curriculum was fixed for each grade of private school, and to this no other subject could be added, but in March, 1920, a reform was made in these regulations whereby only morals and the Japanese language were made compulsory subjects of study, and all other restrictions were removed, thus enabling private schools to add a course of religion to their curricula.

In view of the growing zeal for the attendance at school of the younger generations, the regulations in March, 1922, were revised in part by striking out the examination system for recognition of teachers in private schools, that their engagement might be more easily effected; at the same time certain rules were inserted regarding the



qualification and number of teachers in the various private schools. On the formation of a private school the founder is now required to incorporate it as a juridical foundation so as to guarantee its proper maintenance.

#### **(h) Educational Organs for Japanese**

The educational organs for Japanese in Chosen were at first maintained by the special efforts of the Japanese settlers themselves, there being no regulations framed for the education of Japanese save for elementary schools. But after the annexation the number of Japanese in the peninsula increased considerably, so regulations relating to various kinds of schools were promulgated, thus laying a solid foundation for the education of their children. The system adopted was almost identical with that in Japan proper, but, on account of the different conditions in Chosen, certain special subjects were added to the prescribed curricula, such as elements of agriculture and commerce in ordinary elementary schools, and an optional course in Korean in higher elementary schools. Moreover, liberty was granted to add a supplementary course to suit special local conditions, and change from a school in Chosen to one of the same grade in Japan, and vice versa, was made possible without the scholar running the risk of losing the standing already gained by him.

#### **(i) Promulgation of New Educational Ordinance**

In recent times the progress of society and the development of popular resources have been so marked that Chosen appears to have turned over a new leaf. A fundamental reform being deemed imperative, various investigations were steadily instituted, and in January and May, 1921, a special educational investigation committee was called, which ascertained the opinions of the well-informed, both official and private. The result was the promulgation of a New Educational Ordinance.

The Chosen Educational Ordinance in force was framed in accordance with the conditions and standard of civilization existing at the time, and consequently was simple and practical in scope. Even so, it contributed in no small degree to the progress of civilization in this part of the Japanese Empire. The changing times, however, demanded fuller educational facilities, so in the new Ordinance provisions were inserted for a normal and university education, and at the same time the standard of common, commercial, industrial, and special education was raised on the basic principle that Japan

proper and Chosen should have but one and the same educational system, and thus afford the youth of both equal opportunity in either country. Nevertheless, difference in circumstances still exists between them, so common education will be carried on as before, retaining the old names for its organs, though means have been provided whereby scholars will be enabled to study in a way best suited to their peculiar circumstances.

An essential point of difference between the old Educational Ordinance and the new one lies in the fact that, while the former determined the educational system for Koreans only, the latter, completely adopting the educational principle and system of the mother country, formulates the educational system for Japanese and Koreans in common. In other words, people within the limits of Chosen are to receive one and the same education despite racial difference. As a result of this, schools of the various grades will have their standard decidedly raised as regards entrance qualification, period of study, and subjects of study. As for the provisions for normal and university education, they are such that even the Japanese in Chosen will reap benefit from them.

#### (j) Elementary Education

Though the educational system of Japan has thus been extended to Chosen, it is hardly likely to be of real benefit to the country unless the peculiar circumstances of Chosen be carefully considered. It was therefore decided that, with regard to elementary education, schools should be divided into two kinds, those for scholars ordinarily speaking the national language, and those for scholars not so doing, the former to be styled primary, middle, and girls' high schools, and the latter common, higher common, and girls' higher common schools. The former are governed by the Primary School Ordinance, the Middle School Ordinance, and the Girls' High School Ordinance respectively, while the latter will be governed by provisions still to be formulated. One exception, however, will be made, and that is the Government-General will not enforce compulsory education for the time being. Though elementary education is thus given in institutions bearing different names, the rules governing them with reference to period of study and entrance qualification, and even such details as subjects of study, hours of instruction per week, and standard of lessons given, are essentially the same, the only points of difference being:

- (1) The Korean language may be included in the curriculum of a school for Japanese, while it is made a compulsory subject for a school for Koreans.
- (2) The teaching of Korean history and geography is more emphasized than ever in a school for Koreans.
- (3) Different text books may be used in view of the difference in conditions and language of the two peoples. For instance, a school for Japanese children may use text books compiled by the Educational Department in Japan, and a school for Korean children may use those compiled by the Chosen Administration.
- (4) The period of study in a Korean common school is six years as a rule, though it may be shortened to five or four years under certain conditions. A higher or supplementary course of two years may be attached to this school.
- (5) A public primary school for Japanese is founded and maintained by a School Association, and a public common school for Koreans by the School Expenditure Body of a municipality or district.

In drawing up the scheme for common education, the establishment of separate schools for Japanese and Koreans, owing to the difference in knowledge of the national language as well as in thought and habits of life, was inevitable, but the new ordinance provides for converse admission by the two schools of children in special circumstances, so that Japanese pupils may be admitted to a public school for Koreans, and Korean pupils to a public school for Japanese. This method was already more or less in vogue as a matter of expediency, but hereafter more children will be able to profit by this provision.

The cultivation of a national and individual character is of paramount importance in any education, so the new régime demands in the education of young people that they shall be taught to respect the ancient virtues and traditions, to develop a sound and loyal spirit, and above all, to cherish the idea of human brotherhood and social service, whilst aspiring to gain mastery of the national language.

#### **(k) Enforcement of New Educational Ordinance**

The new educational ordinance with its by-laws came into force on the first of April of this fiscal year, and all schools in existence and coming under the previous regulations were recognised as of April 1, in accordance with the new ordinance, but private higher

institutions unable to meet at once the government requirements in regard to equipment and finance were allowed to work for a time under the old regulations.

**(l) Special Educational Investigation Committee**

In December, 1920, a special educational investigation committee was organized to investigate educational matters in Chosen before proceeding to institute a comprehensive reform in them. The chairman of this committee was the Administrative Superintendent, and it was composed of seven members selected from among high government officials and sixteen from among Japanese and Korean educational leaders.

In January, 1921, the Committee held its first session and decided the general lines for school systems in this country. In May it met for the second time, and after full discussion adopted definite plans submitted to it in connexion with the foregoing resolutions, and these served as the basis for the formulation of the new educational ordinance issued in this fiscal year. Having thus fulfilled its mission in the main the Committee was formally dissolved.

**(m) Special Text-Book Inquiry Committee**

In November, 1920, a Special Text-book Inquiry Committee was organized in the Government-General to make full investigation as to the text-books to be used in schools. The composition of it was almost identical with that of the Special Educational Investigation Committee.

This Committee met in January, 1921, and reported on the following resolutions after duly considering the original matter laid before it by the authorities concerning text-books compiled by the Government-General for common schools, higher common schools, industrial schools, etc., with a view to their being brought up to date, as some years had elapsed since their compilation:

- (I) A special committee must be appointed to investigate the use of Japanese *kana*, the form of the Korean syllabary, the writing side by side of Japanese and Korean, and the Korean translations in the text-books; (II) material for text-books must be such as will suit the taste and temperament of the people; (III) text-books on morals must be compiled with the aim of encouraging the putting of precepts into practice.

In response to the resolutions above mentioned the Government-

General appointed a special committee for each class of investigation, more especially for the writing of the Korean syllabary, and ten Korean scholars in Japan proper and Chosen were entrusted with this work. In addition, a special committee of inquiry as to the writing of the Korean syllabary in common schools was appointed in March, 1920, as there was no uniform method in use, and the lack of one greatly impeded the study of it. The results of these various investigations proved so very satisfactory that further work along the same lines is in contemplation.

### 23. Enlargement of Educational Organs

#### (a) Common schools

Common schools as the organs for elementary education were first established in 1906, when reforms were introduced in the educational system of the former Korean Government, and just before the annexation their numbers were 9 Government, 51 public, and 40 private schools, the last of which were given the same treatment as public schools. After the annexation they were increased in number by 136 in 1911, by 107 in 1912, by 22 in 1913, by 17 in 1914, by 28 in 1915, and by 24 in each succeeding year, and reached a total of 482 throughout the peninsula in the fiscal year 1919. As they were mostly situated in the towns, and educational organs were comparatively scarce in the villages, a plan was formed to make increase in public common schools as an eight-year consecutive undertaking from 1919, but the progress of the times did not admit of such a slow proceeding, so the plan was remodelled into a four-year undertaking from 1919 and the establishment of one school for every three *myen*, and there are now nearly 900 public common schools throughout the peninsula, or double the number of such schools at the beginning of 1919.

#### (b) Primary Schools

As a primary educational organ for Japanese, the first public school opened was in Fusan in 1877 under the name of Kyoritsu Gakko, and similar undertakings were started in Gensan, Jinsen, Keijo, Mokpo, Chinnampo, Kunsan, Heijo, Kaijo, Masan, Ryusan, Toei, Kokei, Taikyu, Eitoho, Mitsuyo, and Utsuryo-to in succeeding years.

The number of schools rapidly increased after the establishment of the Residency-General until it reached fifty-four at the end of 1917. At the time of the establishment of the Government-General, some 120 schools were in existence, but this number steadily increased and reached 419 schools in May of this fiscal year, including one in Keijo maintained by the Government.

When the necessity for the establishment of such a school arises in a section in which Japanese are somewhat numerous, a school association is organized among them and incorporated to conduct the educational business of such section. The average annual increase in such schools is about fifteen for the past few years.

#### (c) Secondary Schools

As secondary educational organs for Korean boys there are at present two government higher schools in Keijo, and one each in Heijo, Taikyu, Kanko, Zenshu, Shin-Gishu, Kwoshu, Torai, Kaishu, Kyojo, and Koshu, the total being twelve. Of these, two were in existence before the annexation, and the remainder all date from the year 1916 onward. Besides these, nine similar schools are maintained by individual or juridical persons, and for the secondary education of Korean girls there are seven government and private girls' higher common schools.

As secondary educational organs for Japanese boys and girls, there are at present eight middle schools and thirteen girls' high schools in Keijo and other principal centres.

#### (d) Industrial and Professional Education

The promulgation of the new educational ordinance in this fiscal year put an end to the old differential system and provided for the co-education of Koreans and Japanese, and with its enforcement all the existing industrial schools came under the new system. At the end of May of this year the industrial schools comprised 19 agricultural, 14 commercial, 1 commercial-technical, 1 fishery, and 23 elemental industrial, all maintained by public corporations except for two private commercial schools. In addition there are an agricultural-dendrological school in Riri and a polytechnic school in Keijo maintained at State expense.

As the general aversion of Koreans to business and labour was proverbial, nothing was more essential than cultivation of the habit of industry and economy among them, hence the work of these

schools was so arranged that the practical and not the theoretical side of it received foremost attention. Especially was this the case with agricultural schools, and though at the beginning pupils, and even their parents, showed much distaste at the insistence on practical work, they gradually lost this owing to the good example set by their teachers, and came to realize that there is dignity in labour.

For professional education in Chosen an educational ordinance was promulgated in 1911, which provided that schools for this purpose should have a course of three or four years, admit those over 16 years of age graduating from a higher common school or having scholarship of equal standard, and give instruction in advanced arts and sciences, but this was not acted upon at the time owing to the backward condition of the people. Later on, in 1915, when secondary education was somewhat more general, regulations relating to professional schools were framed, and provided that morals, the Japanese language, technical subjects, and gymnastics should form the curriculum, and that private professional schools could be founded by juridical persons only.

The revision in the educational ordinance necessitated also the introduction of reform in the organization of government professional schools, and this was done on the principle of making them equal to those in Japan itself in the year under review. At the end of the year there were seven such schools in all, viz., Keijo Law College, Keijo Medical College, Keijo Higher Technical School, Keijo Higher Commercial School, Suigen Higher Agricultural-Dendrological School, Chosen Christian College, and Severance Union Medical College, the last two being private institutions.

Keijo Law College was first called the Law School, and was under the control of the Judicial Department, having as its object the training of judicial officials, but in November, 1911, its work was somewhat modified, and in April, 1916, it was raised to the status of a college, and aims at giving Korean youths special teaching in law and economics. The period of study is three years.

Keijo Medical College was first established in the days of the former Korean Government, and on annexation taking place was transferred to the hands of the Government-General. In 1916 regulations concerning it were promulgated, and in 1918 a special course was added. The object of this school is to give special education in medicine, and the period of study for the main course is four years.

Keijo Higher Technical School has as its object the imparting of technological knowledge in order to train up high-grade experts and managers for the industrial development of Chosen, and attached to it is an Industrial Training Institute for apprentices. The period of study for both is three years, the former admitting graduates of a higher common school or middle school, and the latter those of a common school or pupils of equal scholarship. It was first founded in 1905 by the former Korean Government, and after annexation came under the control of the Government-General. In 1916 it was made into a college, the courses offered being weaving, applied chemistry, ceramics, engineering, architecture, and mining.

Suigen Higher Agricultural-Dendrological School gives a special education to provide a supply of able men for the agricultural and forestry growth of the country, and its period is three years. The school was originally attached to the Model Farm at Suigen and was opened in September, 1906, under the Korean Government. After the annexation great improvement was made in its organization, and in March, 1918, it was raised to its present status.

Keijo Higher Commercial School has its origin in the Keijo branch of the Oriental Association School founded in 1907, becoming independent of the mother institution in Tokyo ten years later, with the special object of turning out men of affairs needed for the development of this country. The period of study was three years, the work being divided into two courses, administrative and commercial, and middle school graduates and students of equal scholarship were admitted thereto. In 1921 the institution was reorganized under its present name, and in this year was transferred to the Government.

The plan of establishing a State University and its preparatory school is steadily being carried out. The erection of buildings for the latter is already started in Seiryori, an eastern suburb of Seoul, and will be completed in time for the school to open in April, 1924. The period of study will be two years, and the entrance qualification will be completion of the full course of a middle school or higher common school. The University itself will be ready for opening in April, 1926, with the graduates of its preparatory course as nucleus. At first it will comprise law, literature, and medical colleges.

#### (c) Normal Education

As a means for training teachers no proper normal schools were



established until quite recently, their place being taken by teachers' training courses specially attached to government secondary schools to meet the growing demand for teachers, but these failed to keep pace with the rapid expansion in primary educational organs in the country, so in 1921 a government normal school was started in Keijo with a five-year regular and a one-year special course. In the following year a public normal school was established in Koshu, South Chusei Province.

Though it is planned to augment these regular normal schools, the courses attached to certain schools are still carried on for the training of Korean teachers under the old regulations, making their course of study four years for males and three years for females, and for the supply of Japanese female teachers a special training course is attached to Keijo Girls' Higher Common School.

In the following table comparison is made of the educational organs existing in annexation days, in the earlier days of the present régime, and to-day.

	End of May, 1922		End of May, 1919		End of May, 1911	
	Schools	Students	Schools	Students	Schools	Students
Primary School . . .	419	51,918	380	42,811	128	15,509
Common School . .	855	236,172	482	89,288	172	20,121
Middle School . . .	7	3,080	5	2,010	1	205
Higher Common School . . . . .	21	7,709	12	3,156	5	819
Girls' High School . .	13	3,736	11	1,905	3	515
Girls' Higher Common School . . . . .	7	1,358	6	687	2	394
Normal School . . .	2	432	—	—	—	—
Industrial School . .	37	5,681	25	2,843	20	961
Elementary Industrial School . . . . .	23	1,154	73	1,650	3	93
Professional School .	7	1,385	8	901	5	409
Private School . . .	627	76,395	749	89,247	1,667	71,763
<b>Total . . .</b>	<b>2,019</b>	<b>389,020</b>	<b>1,786</b>	<b>184,498</b>	<b>2,006</b>	<b>110,769</b>
Kindergarten . . . .	43	3,454	21	1,367	6	606

(1) The principal causes for decrease in the number of the various private schools for the education of Koreans are inadequate facilities and equipment, and weakness of provisions for maintenance; also reorganization as government and public institutions.

(2) Besides these, old-fashioned village schools called *sohtang*, principally teaching the Chinese classics and brush-writing, exist in large number, though the provincial authorities are steadily introducing reform in the system of the *sohtang* as opportunity offers.

## (f) Text Books

Compilation of text-books for schools has been continuously carried on since the annexation, and immediately upon the promulgation of the new educational ordinance and school regulations in February, 1922, revision of those already compiled was started in accordance with the decision reached by the Special Text-Book Inquiry Committee, with the aim of securing a proper distribution of up-to-date text-books to schools in and after 1923.

The total number of all text-books required prior to the year 1919 was no more than 1,000,000, but this has increased very rapidly with the growing desire for education, and in 1921 the demand reached over 2,660,000, and in this year jumped to 4,000,000, with a tendency still to increase.

## 24. Spread of Japanese Language

After the annexation the universal use of Japanese as the national language was particularly aimed at, and common schools were required to allot 8 to 12 hours a week to the Japanese language, and also to make fair use of it in teaching other subjects, while higher schools were encouraged to use it as the ordinary medium for giving instruction in addition to making it one of the subjects of study, and in March, 1912, the reformed regulations for private schools added to their curriculum the Japanese language and morals as obligatory subjects. In the meantime evening schools and classes for the teaching of Japanese to young men in the provinces were formed in large number. Fortunately, the marked aptitude of Koreans for linguistic study, and the general interest in it shown by the people, have greatly aided the work. The following table shows the number of Koreans more or less conversant with the national language in the past few years as compared with 1913.

	1922	1921	1920	1919	1913
Koreans speaking Japanese fairly well . . . . .	386,000	290,000	244,000	200,000	63,000
Koreans speaking Japanese fluently . . . . .	178,000	150,000	122,000	102,000	29,000

The proportion of Koreans having knowledge of the Japanese language to the entire population was 7 per 1,000 in 1913; 22 in 1920; 26 in 1921; and 33 in 1922.

## 25. Encouragement of Korean Language

It goes without saying that knowledge of the Korean language by Japanese officials in Chosen is not merely very convenient as regards the dispatch of business, but is greatly conducive to reconciliation between the two peoples, since in many cases grievous misapprehension arises chiefly from the lack of knowledge of Korean on the part of the Japanese, so the Government has specially encouraged Japanese officials in constant touch with the people to learn the language, and in 1920 introduced the system of giving an extra allowance to those officials proving themselves versed in the Korean language. To qualify for this privilege the candidate is required to pass an examination of which there are two classes, first and second. The first examination of the second class was held in August of 1921, and those passing it numbered 399. A first class examination was next held in December with the result that 46 passed it. These examinations are now held twice a year, and the number of successful candidates so far is 1,447 all told, of whom some have been certified proficient without examination. In this way students of the Korean language are yearly increasing, and, what is more, they are showing better results.

## 26. Education of Koreans beyond the Frontier

Koreans living beyond the frontier now exceed a million and are especially found in large bodies along the Chinese side of the Yalu and Tumen, in South Ussuri, in both Manchurias, and alongside the Chinese Eastern Railway. In olden times Koreans were prohibited by the Government from crossing the two rivers mentioned, so as to avoid all occasion for trouble and confusion on the frontier, and anyone doing so was condemned to death by the "across river" law.

Fifty years ago the enforcement of this ban became lax by degrees, and the people took advantage of this to go over the frontier in increasing numbers. Although these emigrants were honest peasants in general, they had very few chances to enjoy the gift of civilization, and were even ignorant of conditions outside their own distant localities, while their life was usually one of great hardship and insecurity owing to the presence of bandits and vagabond Koreans. So

the Government-General decided to make provision for their protection as well as for their enlightenment.

In July, 1908, the Government founded a common school in Yongjung, Chientao, as a first step toward the education of Koreans in the borderlands. This was followed, after annexation, by the erection of schools, public and private, in several important places, and to them volunteer teachers were sent, free text-books supplied, and subventions granted. The expenditure this year on this line of work was 178,000 *yen*.

## 27. Art Exhibition

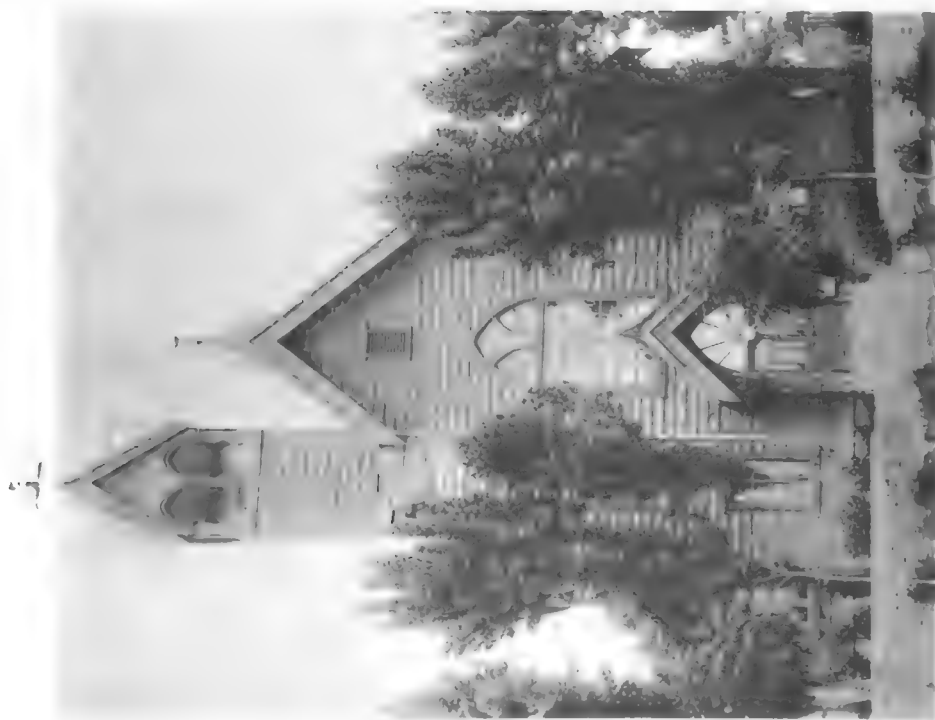
Korean arts, though they made a brilliant advance in the Koryu Era, began to decline in later years on account of the corrupt administration, and toward the end of the Yi Era they fell into a most miserable condition. In recent years, however, signs of revival have presented themselves along with the march of civilization in the peninsula.

The Government-General, taking advantage of this new tendency, drew up a plan for holding art exhibitions with a view to encouraging this revival, and in January of this year regulations were issued providing for an Art Exhibition to be held once a year, the exhibits to be pictures of the oriental and occidental schools, sculptures, and calligraphs, and the hanging committee to be composed of noted connoisseurs, both Japanese and Korean. The first exhibition was held in July following, the objects on view numbering 217, and visitors 28,000 all told. After careful examination by the exhibition judges 22 oriental and occidental pictures, 2 sculptures, and 10 calligraphs were selected and awarded medals or certificates of merit.





French Catholic Cathedral, Keijo



Methodist Church at Heijo erected  
with Support of Prince Ito

# SHRINES AND RELIGION

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## 28. Shrines

The erection of shrines to the memory of her illustrious dead has for ages been the national custom of Japan, and the ceremonies conducted at them are regarded by the Government as absolutely distinct from those of a purely religious nature. In August, 1915, regulations were promulgated relating to shrines and prescribing the form of the ceremonies to be observed. By the end of the year under review permission had been given for the establishment of 37 important shrines and 61 shrines of a lower order, and for the appointment of 32 officiating priests. Among them the greatest is the Chosen Shrine, at which Amaterasu O-Mikami, who created Japan, and the late Emperor Meiji, who founded modern Japan, are to be venerated. This was started in 1920 and is still in the course of construction. Besides these, the Koreans have eleven places set apart for the veneration, according to their ancient custom, of the founders and most illustrious members of their own native dynasties.

In addition to shrines, many Buddhist temples are under the care of the Government, as the culture of Chosen owed its development to the influence of Buddhism, and its most flourishing period was marked by the erection of fine buildings and by the production of beautiful works of art. The old temples still standing are precious material for the study of Korean history and the progress of the fine arts in the Far East, but the decline of Buddhism and the scanty endowments remaining to these temples have resulted in their falling into a state of greater or less ruin, so the Government-General has taken steps for their preservation and repair by granting subsidies to the priests serving them.

## 29. Religion

### (a) Religions Existing from Old Times

Buddhism is the only religion admitted as existing in Korea from ancient times. It was originally introduced with its sacred

books from China during the remote period of Kokuryu, and was greatly patronized by successive dynasties up to the rise of the Yi Dynasty, when the building of temples was prohibited, the number of priests limited, and people of good family forbidden to become priests. The religion consequently fell into disrepute and lost its hold on the people, its priests came to be regarded as mere mendicants, and its temples were left to fall into ruin and decay. This state of affairs was brought to an end after the annexation, and in September, 1911, new regulations were promulgated, removing former restrictions, giving freedom of propagation, protection to temples, and raising the status of priests, and at present there are 30 head and 1,200 branch temples with 7,500 priests and nuns and 167,000 adherents.

Certain religions of native origin are not recognised by the State as having the true ring. Among them are the Tendo-kyo and the Jiten-kyo, each a mixture of Confucianism, Buddhism, and Taoism, the Taikyoku-kyo and the Jindo-kyo, which profess a revived form of Confucianism, the Dankun-kyo which worships Dankun, commonly accepted as the originator of the Korean race, and the Seirin-kyo, the Taiso-kyo, the Kishi-kyo, and others which are simply primitive and superstitious beliefs. In prosperity, the Tendo-kyo leads with a following of about 120,000, next comes the Jiten-kyo with about 34,000, and the Seirin-kyo with about 15,000. The rest have no following worth mentioning.

#### (b) Religions from Japan

Shintoism is a form of ancestor-worship peculiar to Japan, and its propagation in Chosen does not date very far back. Its activities have chiefly been among Japanese, so that Korean believers are very few in number. Of the four sects into which it is divided, viz., the Tenri-kyo, the Konko-kyo, the Shinri-kyo, and the Taisha-kyo, the two former are the most vigorous, the Tenri-kyo especially, and finding it necessary to work among Koreans also, it established a preachers' training institute in Keijo, in which men and women are being educated as propagandists. At the end of 1922 the preaching houses of all the sects of Shintoism in Chosen numbered 102, preachers 180, and believers more than 63,000, of whom 6,200 were Koreans.

Of Japanese Buddhist sects, the East Shinshu was the first to start propaganda in Chosen, and its priests entered Fusan, the nearest port to Japan, in the early years of Bunsei. Later, as Gensan,



Jinsen, and other ports were opened to trade, the Jodo-shu, the Sodo-shu, and the West Shinshu sent men into Chosen, and after the annexation minor sects followed their example, thus leading to gradual increase in the number of believers, temples, and preaching houses. At present there are sixteen sects working in Chosen, and at the end of this year their preaching houses numbered 263, preachers 367, temples 68, and believers 165,000, of whom 17,300 were Koreans. As with Shintoism, their mission was primarily for Japanese, but they found it necessary to work among Koreans also, and have founded charitable institutions in some few centres.

#### (c) Christianity

Propagation of Christianity in Chosen owes its origin to an official mission sent to Peking by the Korean Government in the latter half of the 18th century, which brought back with it a Bible of the Roman Catholic Church. With Yohei in Keiki Province as its centre Roman Catholicism gradually spread south into Zenra Province, but as its doctrine was antagonistic to the native custom of ancestor-worship, in the 8th year of the Emperor Seiso, that is, in 1784, it was prohibited by the Government, its believers were persecuted, and its literature confiscated and denied entry, and though the severity against it was greatly relaxed at times, it still met with great opposition and made little headway.

The first European missionary to enter Chosen was a Frenchman named Pierre Maubant, who made his way into Keijo, as a thread enters the needle's eye, in 1833. Two more missionaries soon followed and earnestly engaged in propaganda, but Government oppression grew more and more severe, and in 1839 a prohibition law was enacted which led to the arrest and torture of those confessing the new faith, and a great many were put to death, but the French missionaries, nothing daunted, managed to carry on their work with the help of fervent Korean believers, and published books in the Korean script and established schools, so that in 1863 the number of their converts reached as high as 18,000, among whom were some important persons at Court and in the Government, resulting in the attitude of the authorities toward Christianity becoming much more lenient.

In January, 1866, a Russian warship appeared at Gensau and demanded the opening of trade with Chosen, so the Korean Government, being very much disturbed at this event, desired the French

missionaries to interview the Russians, promising to give them full freedom in their work as a reward, but just at the time a hot discussion about Christianity arose between the highest Korean authorities, and report reached Keijo that adherents to Roman Catholicism in Peking were being massacred; also, the Russian war-ship suddenly left Gensan, so the Taiwonkun, ruling the country as Regent, at once changed his policy and planned the extirpation of all believers in Roman Catholicism, revived the prohibition law, threw into prison all the French missionaries, and caused his soldiers to arrest and kill the believers in Keijo and throughout the peninsula to the number of 300,000 in all; thus the work achieved by the French missionaries at the cost of twenty years of arduous toil and labour was suddenly all but brought to naught.

However, in 1873, the Taiwonkun, losing political power, retired into private life, and the Roman Catholic Church gradually regained its influence, and in 1882 freedom to propagate Christianity was recognised as a result of diplomatic relations being entered into between Chosen and European countries.

It was in 1884 that Protestantism first began to be propagated in Chosen. In that year Dr. H. N. Allen arrived, and was followed by Dr. W. B. Scranton, the Rev. G. Appenzeller, and Dr. H. G. Underwood, and by them preaching houses, hospitals, and schools were established in Keijo, Heijo, and other places. Since then new missionaries have constantly been arriving, and by the end of last century the North and South Methodist Churches, and the North and South Presbyterian Churches of the United States, the Presbyterian Churches of Canada and Australia, and the Anglican Church had all made considerable progress, and at the present time there are more than 20 denominations of Christianity engaged in propagating its tenets in Chosen.

In 1906 Marquis Ito was appointed Resident-General in Chosen, and tried to come into close and cordial contact with missionaries, emphasizing the importance of mutual help, and in an interview with Bishop M. C. Harris said, that, while of course he would take all political affairs into his own hands, he hoped the missionaries would continue their work for the spiritual development of the Korean people, so that, both working hand in hand with one another, they would be able effectively to guide the Korean people, and he went so far as to contribute a sum of 10,000 *yen* toward the building of the Methodist Church in Heijo, and used his powerful influence to secure

an annual subsidy from the Government of 10,000 *yen* to the Korean Y. M. C. A. as a maintenance fund, and this was continued even after the establishment of the Government-General.

After the annexation the policy of the Residency-General regarding religion was still followed in general, and freedom of religious propagation was fully recognised, so that there is now scarcely a place in the provinces in which the influence of Christianity is not felt. Speaking generally, it is the Christian sects in Japan proper that look after the needs of the Japanese in Chosen, while the foreign missionaries, assisted by Korean pastors trained by them, work among the Koreans.

In recent times Koreans have organized self-supporting churches of their own and entirely independent of missionary enterprises. Their earnestness in devotion and propagation is very marked, though the scale on which they work is naturally small as yet.

When the disturbance broke out in March, 1919, among the signers of the independence declaration were eleven Korean Christian pastors and prominent leaders, while the agitators included very many professing Christians, and grave misconception arose between Christian and non-Christian folks. This was, indeed, a cause of great regret to the Government-General, and on the arrival of Baron Saito as Governor-General earnest efforts were made to bring about a better understanding between the Government and the foreign missionaries and Korean Christians, and at a mass meeting of foreign missionaries, not only was the policy of the Government toward religion explained but the missionaries were desired to submit their frankly expressed opinions direct, that they might assist the authorities in the conduct of ecclesiastical administration in this country.

The fact that Christianity in Chosen numbers some 350,000 believers as the result of the forty years that have elapsed since propagation was recognised is really remarkable, considering the experiences in Japan and China, and may perhaps be partly attributed to the feeble influence possessed by the beliefs previously existing in Chosen, but is chiefly to be attributed to the self-sacrificing labour of the missionaries and workers of all the Christian sects in the peninsula.

In the following table is shown the general condition of Christianity in Chosen as investigated at the end of this year.

	Number of Preaching Houses	Number of Preachers		Number of Believers	
		Japanese & Korean	Foreign	Japanese	Korean
Japanese Protestantism . .	72	65	2	3,302	5,092
Foreign Protestantism . . .	3,233	2,204	263	905	270,780
Roman Catholic . . . . .	244	47	39	962	91,320
Russian Church . . . . .	6	4	1	—	559
<b>Total . . . . .</b>	<b>3,555</b>	<b>2,320</b>	<b>305</b>	<b>5,169</b>	<b>387,751</b>

It is needless to say that Christian propagation has done much for the enlightenment of the peninsula, and its collateral works, educational and medical, have contributed greatly to its cultural development, but though all the churches have done their share in this matter full statistics are not available, so the following table gives only medical undertakings of the Presbyterian and Methodist Churches for the year under review. It is taken from the report of the Federal Council of Evangelical Missions in Chosen.

Medical Works	Hospitals		Free Dispensaries	Patients	
	Hospitals	Beds		In-Patients	Out-Patients
	25	856	24	11,555	109,807

#### (d) Reform in Religious Policy

From very early times the vicious custom of mixing up religion and politics prevailed in Chosen, and after the annexation much had to be done to correct this. In consideration of the important position of the religious administration in the Government, the complicated relations of various religions existing or of those propagated by Japanese and foreigners, and the possibility of misunderstanding arising between the authorities and preachers owing to increased contact between the Government and foreign missionaries, a Religious Section was created in the Educational Bureau at the same time that the reforms in the government organization were effected in 1919, so as to promote the expression of public opinion and the convenience of propagation in general.

In April, 1920, the regulations relating to religious propagation were revised, whereby it is now sufficient merely to report the establishment of a church, preaching house, etc. At the same time various procedures necessary were greatly simplified.

Christianity in Chosen is mostly propagated through the agency of religious bodies in foreign countries, and it was long a question whether or not these bodies should be recognised as juridical persons. In August, 1919, after the reforms in the government organization, the matter was finally settled, and it was decided that properties used for religious propagation should be recognised as national juridical persons, this allowing them to be held and managed as foundational properties. The Keijo District of the Roman Catholic Church was the first to take advantage of this decision and has already received permission to register its property as a foundational person.

# CHARITY AND RELIEF WORKS

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## 30. Institution

Of the relief works undertaken by the Government-General, those for the poor comprise aid to sufferers from flood, wind, and fire, treatment of persons found sick or dying on the road, alms to the decrepit, invalid, crippled, disabled, and sick, care of destitute orphans, education of the blind and deaf-mutes, and sundry other matters; in the provinces, too, a subsidy from local revenues is given to private relief undertakings, and during the long-continued drought in North Zenra and South Chusei, in the fiscal year 1919, over 10,000,000 *yen* was defrayed from the national treasury and other sources and spent in relief works for the sufferers.

The works aiming at prevention of destitution are chiefly maintained with the Extraordinary Imperial Donation Fund granted to prefectural municipalities, districts, and islands, and have as their object the affording of a means of livelihood to the poor and those having no fixed property, by giving a training in agriculture, fishery, technical industry, etc., on the one hand, and by providing implements and seeds and seedlings on the other, and in the fiscal year 1920 it was decided to add to the above works social relief works, in consequence of which such cities as Keijo, Heijo, and Taiku were able to establish public markets, public boarding-houses, public employment offices, and personal advisory offices.

In addition, the Government-General is encouraging public bodies and charitable persons in the provinces to establish suitable institutions for such a purpose by giving them able guidance, so as to conform to the Imperial gracious command about charitable works for sufferers in general.

Regarding the former, one-tenth of the interest accruing to the Extraordinary Imperial Donation Fund, amounting to over 17,390,000 *yen*, granted to prefectural municipalities and islands at the time of the annexation, is spent in providing sufferers with seeds and seedlings, food, already cooked should emergency demand, money or material for temporary buildings, agricultural implements, clothing, and medical attention, and in 1920 over 100,000 *yen* was expended

in relieving sufferers from the drought in the preceding year and the floods in July and August of that year.

Regarding the latter, the interest arising from the aggregate sum of 315,000 *yen*, granted to Chosen on the demise of the Emperor Meiji in 1912 and the Empress Dowager Shoken in 1913, and a subsidy of 100,000 *yen* granted by the national treasury, is devoted to the same purpose, and each year from 1914 to 1917 help was given to the people in stricken localities, and in this fiscal year to the sufferers from flood in Kokai Province. The balance of the annual account of the Fund is added to the Fund itself, and it now amounts to over 530,000 *yen*.

Moreover, every time a calamity occurs in Chosen, some amount, according to the extent of its ravages, is donated from the Privy Purse for the relief of sufferers, and this has been done eighteen times since the annexation to the total amount of 83,600 *yen*. Such benevolent consideration was little or never experienced in the days of the former Korean Government.

#### (1) Relief work in the Drought of 1919

In July and August, 1919, there was such a disastrous drought that the like had never been experienced for scores of years past, the districts affected extending throughout almost the entire peninsula, the combined area being calculated at over 1,100,000 *chobu*, of which over 600,000 *chobu* was in the hands of tenant-farmers. The staple crops of rice, millet, and soy-beans suffered considerably, the yield from them decreasing by over 5,000,000 *koku*, while the number of sufferers reached over 700,000.

The Government-General at once formed a drought relief committee, and made landowners reduce or remit the rent of their farms, setting the example by doing the same with State lands, began the repair of roads in the districts most severely affected, defrayed 1,700,000 *yen* from the national treasury, granted subsidies amounting to about 400,000 *yen* to those engaging in reclamation and irrigation works in the stricken districts, made the Chosen Industrial Bank lend out about 4,000,000 *yen* to co-operative associations for the purchase of food supplies, spent about 1,000,000 *yen* in foodstuffs for sufferers in absolute need, made a subsidy of about 300,000 *yen* to enable the sufferers to purchase seeds and seedlings for use the following year, paid about 2,700,000 *yen* from the national treasury to those importing foreign cereals to make good the deficiency in

food by way of reimbursing them for the expensive freight rates and to prevent the over-sale of cattle used for farming, built over 60 temporary warehouses at important points along the railway for the storage of imported cereals, and imported large quantities of Chinese corn and millet from Manchuria. The result of all these measures was that not a single person died from starvation, a thing absolutely unprecedented in former times.

The 4,000,000 *yen* thus lent to co-operative associations is being repaid in yearly installments, and some 80 per cent. of the amount has already been refunded, while it is expected that repayment of the remainder will be completely made by the end of 1923.

## (2) Charitable Works

For the relief of the decrepit, crippled, and disabled there was founded a Relief Fund with the Imperial Donation, amounting to 200,000 *yen*, granted out of the Privy Purse for charitable works on the occasion of the Coronation in 1915, the interest on which is spent for the above-mentioned purpose in conformity with the regulations relating to the Fund promulgated in 1916.

The Relief Fund for the sick and dying found on the road is over 260,000 *yen*. This was founded with the remnant of the Extraordinary Imperial Donation of 30,000,000 *yen* divided among the provinces at the time of annexation and the interest accrued and unexpended. Formerly, the treatment of such persons and the burial of those dying devolved upon the heads of municipalities, *myen*, and sub-*myen*, and the expenses thus incurred were collected from those responsible for their support, but, in case of their being unable to pay, the cost fell upon the local revenues. This was rarely any great burden in the country districts owing to the benevolence of charitable persons and the infrequency of such cases, but it was far otherwise in the cities and towns where the population is dense, cases of destitution more frequent, and benevolent persons comparatively fewer. Yet, even so, there were but three cities provided with any sort of institution for the purpose, viz., Keijo, Jinsen, and Taikyu.

The Government-General, therefore, encouraged religious associations and philanthropic persons in Keijo and fourteen other towns to establish such charitable institutions, by promising to give them equipment and a large proportion of their maintenance expenses, and such now exist in Keijo, Heijo, Gensan, and nine other places.



The nurture and educating of orphans, blind, and deaf-mutes is in charge of the *Saisei-in*, or Charity Asylum, which was founded in 1912, and consists of two departments, one for the care and education of orphans and the other for the training of the blind and deaf-mutes. This Asylum is run in connexion with the Government-General Hospital in Keijo and the charity hospitals in the provinces under the Special Account of Hospitals in Chosen, and has as its chief resources a fund of 500,000 *yen* allotted for the care and education of orphans, the blind, deaf-mutes, and persons suffering from mental diseases from the Extraordinary Imperial Donation granted at the time of the annexation, 2,855,800 *yen* allotted for the relief of the poor from the same Donation, and a defrayment from the Government. Its annual expenditure is about 93,000 *yen* which is met with the interest on the Fund, a defrayment from the Government, and various receipts and contributions. Since its foundation the Asylum has taken in 539 in all, the inmates at present numbering 131, mostly Koreans. They are given a training in agriculture on its attached farm after finishing the common school course, which has been lengthened to six years in accordance with the revised educational system. In the Department of the Blind and Deaf-Mutes, the blind in the three-year course of training number 39 and the deaf-mutes in the five-year course 49. Practical training in acupuncture and massage for the former and sewing for the latter is given to fit them for earning their own way in the world.

### (3) Medical Treatment of the Poor

The medical treatment of the poor is taken up by the Government-General Hospital in Keijo and the charity hospitals in the provinces, and for remote parts of the peninsula, where no charity hospital is situated, itinerating medical officers are sent out by the provincial charity hospital, assisted in some places by contributions from the *Saisei-Kwai*.

The *Saisei-Kwai* is a foundational juridical person in Japan proper aiming at charitable and relief works, and in 1914 donated to Chosen 70,000 *yen* in 4% national bonds. This the Government-General formed into a special fund for the provincial charity hospitals and hands over to them the annual interest on it. The hospitals in turn entrust *myen* offices and police stations with the distribution of tickets entitling the recipients to medical treatment, thus enabling poor people to receive attention from public physicians and

private medical practitioners given an allowance for the purpose.

The number of Koreans residing in Chientao and other districts in Manchuria is several hundred thousand, and not only are they lacking in medical organs but the means of communication are few and difficult, so, since 1915, travelling physicians have been dispatched there, and in important places physicians in private practice are paid to give free treatment. In 1918 a charity hospital was established in Chientao, and this, in conjunction with other charitable, educational, economic, and agricultural agencies, is doing much for the welfare of the Koreans there.

The medical work by religious bodies in Chosen has nearly all been carried on by foreign Christian missionaries, and at the present time there are 25 mission hospitals, including 3 leper homes. These hospitals are mostly situated on quiet, elevated ground in suburbs rather than in the dingy centre of traffic—a fact suggesting wisdom on the part of their founders—and are fairly well equipped with all that is medically necessary, some of them even having X-ray apparatus, while examination and treatment of cases are carefully conducted by foreign doctors and Korean assistants. Although medical work by each hospital is mainly for the Christian poor, non-Christians in need are also received and the charges reduced according to their individual circumstances.

### 31. Social Undertakings

Social undertakings directed by the administration in Chosen were in the sole charge of what was known as the Second Section of the Internal Affairs Bureau of the Government-General until July, 1921, when the allotment of business to each section of that bureau was revised, and the section was renamed the Social Works Section. This was followed by the formation of a Social Works Office in each province and the appointment of the necessary staffs, thereby effecting a sweeping change for the better in the conduct of these undertakings.

In this fiscal year the Government-General increased the amount of its subvention to social works with a view to helping on still more effectively their development. Among the works aiming at social improvement are the giving of public lectures by specialists,

and the formation of farmers' associations to encourage thrift and saving and the taking-up of side-works in times of leisure. The number of such associations at the end of this year was 9,581 with 908,747 members, while the amount of deposits to their credit totalled 4,-265,000 *yen*.

In view of the growing housing problem harassing cities in general, Keijo and Taikyu began to put forth efforts to overcome this by erecting houses and renting them at moderate rates, while public markets were established in the above cities and five other centres to regulate the prices of commodities. Establishment of public bath-houses, public employment offices, personal advisory offices, lodging-houses for labourers, people's luncheon-rooms, etc., has also been started in several of the principal towns.

As the relations between landowners and tenant-farmers tended to become more complex in recent years because of the employment of middlemen, usually to the disadvantage of the tenants, and the capriciousness with which landowners let out their lands, various means were employed by the authorities to prevent any possible trouble arising between the two classes.

Besides the above-mentioned, social works undertaken by religious or charitable bodies number 111, all of which are given every assistance, material and moral, by the Government, and there are not a few whose services are publicly recognised. And though there is yet no urgent call for relief work on behalf of factory workers as in Japan, industry being of slow development in Chosen, the Government-General is already formulating plans in this direction.

# INDUSTRY

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## 32. Industrial Investigation Committee

Industry in Chosen has of late greatly developed, the total amount of the various products increasing from 300,000,000 *yen* at the time of the annexation to 1,780,000,000 *yen* in 1920, but finding it necessary to arrange for future improvement in industry in the peninsula and to fix the fundamental principle for it, the Government-General in this fiscal year appointed an industrial investigation committee consisting of 48 members, of whom 20 were selected from among prominent officials, scholars, and business men in Japan proper and 20 were selected from among noted business men, both Japanese and Korean, in Chosen, while the remaining 8 were selected from among the higher officials of the Government-General. The first meeting of the committee was held in September and a broad policy for industry was formulated, while a bill put before it by the Government-General by way of reference was thoroughly discussed in every detail.

### (a) Resolutions Adopted by the Committee

The industrial programme will naturally be in conformity with the industrial policy of the homeland, though economic circumstances at home and abroad, especially in Japan and the neighbouring countries of China and Asiatic Russia, will necessarily demand consideration. Though industry in Chosen has made remarkable progress since the advent of the new administration, it still remains in an early stage and on a weak foundation, and there is plenty of room for improvement in it. In order to promote the economic power of Chosen and the common prosperity of Chosen and the motherland, advance in the knowledge and capability of the people must be secured, industrial organization and means of communication fully established, sufficient capital and a smooth monetary circulation provided, and finally a close connexion between the two peoples effected. For the realization of any industrial policy in Chosen, the importance and urgency of each step must be considered in detail, and the scale on which it is to be carried out settled after thorough consideration of the relations with Japan and neighbouring lands, internal conditions, financial circumstances, and so on.



**Moorage for Rafts on the Upper Yalu**



**Modern Irrigation Reservoir, North Zenra**



(b) **Principal Items of a Broad Scheme for Industry in Chosen**

**Agriculture:** Increase in production and advance in quality of rice so as to promote the wealth of the land and contribute to the food supply in Japan; production of edible crops other than rice to secure an abundance of food, of crops fit for export, and of those furnishing raw material for industrial use; increase in number and improvement in quality of cattle and experiments as to the horses and sheep most suitable for breeding in Chosen; encouragement of sericulture as a side business on farmsteads; betterment of the tenant system and the protection of small farmers that solid development in agriculture may be attained.

**Forestry:** Proper management under single control of State-owned forest-lands to regulate lumber supply and demand, and the exploitation, preservation, and afforestation of them; suitable measures for rapid afforestation of forest land, especially denuded areas in urgent need of such; rational disposition of State-owned forestlands not to be permanently conserved among the people having some sort of claim on them, such as lands protected by them for long years, or rapidly afforested.

**Fishery:** Improvement in fishing boats and fishing tackle, and expansion and protection of fishing grounds to secure increase in catch; improvement in preserving and manufacturing methods to effect increase in value of products; improvement of fishing ports to provide greater safety and to give facilities for treatment of catch; protection of fishermen and development of fishery groups to obtain steady development in fishery; promotion of trade with China.

**Industry:** Development in those industries producing articles for export or for home demand, raw material for which and other factors necessary for their development are readily obtainable in the peninsula, to promote the economic power of the country; reasonable steps taken toward reduction of burden on industry, supply of raw materials, increase in labour efficiency, improvement in manufacturing methods, and other important matters, so as to facilitate the management of industries; protection and other important measures for development of small industries.

**Mining:** Consideration of ways and means for effecting reduction in the cost of production and for the rapid completion of investigation regarding nature of the soil, to facilitate the management of mines; endeavour to establish ore-dressing and refining works in the country for retention of profit gained by such; guidance and protection of

miners to secure greater efficiency and harmony between capitalists and labourers; throwing open to the public reserved gold areas to foster development in gold mining.

**Fuel and Power:** Devise better utilization of wood as fuel for domestic use and increase in its production; stimulate exploitation of lignite and anthracite-bearing areas, and increase in the use of these coals as providing a sound and cheap supply of fuel and power; foster the sources of principal rivers, and make investigation of their currents with respect to generation of electric power to help forward development in hydro-electric work; make study and investigation with respect to unification of the various powers controlling rivers.

**Industrial Fund:** Accumulate funds necessary for the promotion of industry and development of unexploited resources; secure wide distribution of these by effecting betterment in the management of monetary circulation organs.

**Shipping:** Open new regular lines to principal ports north of Shanghai to induce a more lively trade with China; obtain for ships registered in Chosen carrying on a coast trade in Japan proper the same treatment accorded Japanese ships.

**Railway:** Wide extension of government and private railways; investigation of a railway network to provide for more complete arrangement of communications system; consideration of increase in places of resort and accommodation at them for passengers, and improvement of existing railways; earnest consideration of development in industry in the peninsula as forwarded by the management of the railways.

**Roads, Rivers, and Harbours:** Great extension of roads; completion of all matters affecting existing roads; perfect maintenance of roads; gradual completion of all arrangements and equipments in principal harbours, and construction of breakwaters and other equipments urgently needed by others; setting on foot, as far as possible, urgent works, such as the construction of embankments to protect cities against floods, provided they are in harmony with the entire scheme for the improvement of rivers; utilization of rivers as transport agencies.

### 33. Agriculture

Agriculture being one of the most important factors in the development of Chosen, the Government-General has been doing as



much as possible since its establishment for its development by employing agricultural experts, and by running the Model Farm and provincial seedling stations, etc., in the simplest and most practical way. Following in the steps of the Government-General, the provincial offices have also been doing their best to encourage agriculture and have seen their reward in the increased production of rice, wheat, soy-beans, cotton, etc., and the multiplication of undertakings concerning sericulture, cattle-breeding, water utilization, fruit growing, etc.

#### (1) General Plan

Chosen has always been an agricultural country, and even today its economic condition depends largely upon its agricultural efforts. But the abasement into which the people sank and the lack of encouragement by the Government, together with the damage done by floods resulting from the widespread destruction of forests, affected the industry most disastrously, so the Government-General set to work to better it by granting subsidies and by starting various enterprises, and is now executing its first programme aimed at securing increase in the yield of rice, the most important staple product of Chosen. This programme is to be completed in a period of 15 years from the fiscal year 1920.

#### (2) Organs for Agricultural Encouragement

The Model Agricultural and Dendrological Farm was first started by the Japanese Government in 1906, and was later made over to the Korean Government, but on annexation taking place it came under the control of the Government-General. The farm is situated at Suigen, and it has branches in various important places in the provinces, and its total expenditure amounted to as much as 623,000 *yen* in this fiscal year. In the provinces, also, there are seedling stations and silkworm egg-sheet preparing stations which engage in the growing and distribution of seedlings, training in sericulture, distribution of silkworm eggs, and examination of seedlings and silkworm eggs, and in 1919 sericultural stations were established to control matters concerning the prevention of sericultural diseases and the production and sale of silkworm eggs and mulberry seedlings.

The employment of agricultural experts has been much more general since the annexation, the numbers at work in this fiscal year being 129 at national expense and 1,387 at local expense. These

men are now actively engaged in directing the country people in the various matters relating to agriculture.

The Chosen Agricultural Association was founded in 1906 by persons interested, and has its chief office at Keijo with branches in various localities. It engages in the publication of books on agriculture, answers questions submitted to it, arranges public lectures and competitive exhibitions, grows and distributes seeds, and acts as a medium for their interchange. At the end of the fiscal year reviewed the members of this association numbered about 3,000, and the Government-General has granted it a subsidy each year since 1911, while further steps to be taken regarding it are now under consideration.

Although various associations existed in the country with monetary circulation and co-operative undertakings as their object, they were unable to exercise much influence on account of mismanagement and lack of funds, so since the annexation endeavours have been made to effect improvement in them, and they now comprise 2 cattle-breeding and 4 landowners' federations, with provinces as their spheres of action, and 616 groups of various kinds with over 2,865,000 members embracing prefectural municipalities, districts, and islands. To these groups special experts have been attached for the guidance of the members. As, however, many of these groups overlap, resulting in waste of energy, a proper adjustment of them is gradually being effected.

### (3) Agricultural Water-Utilization

As for water utilization in Chosen, thanks to the regulations relating to water-utilization associations promulgated during the protectorate régime, and the protection and control of private irrigation undertakings since the establishment of the Government-General, dependence upon rain-water, which was all but general before the annexation, waned so much that at the end of this fiscal year twenty-four per cent. of the total area of 1,545,100 *chobu* of paddy-fields, or about 367,300 *chobu*, was provided with irrigation arrangements, of which 290,800 *chobu* were irrigated by ponds and dams, 66,800 *chobu* by water-utilization associations, and 9,600 *chobu* by private works. The remaining 76 per cent. depends entirely upon rain-water, and produces only 1 *koku* per *tanbu* even in a successful year, that is, only half the yield obtained in Japan proper, so the encouragement of water-utilization associations is being vigorously pursued.

The irrigation ponds and dams existing in former times numbered over 6,000 and 20,000 respectively, but so consistently had they been neglected that they were all but worthless, so subsidies were given from 1909 to 1918 to encourage their repair and maintenance in good order, with the result that 1,527 ponds and 410 dams have been rendered serviceable once more. Since the fiscal year 1919 the policy of making the local revenues bear the burden of restoring them has been pursued.

The regulations relating to water-utilization associations were promulgated during the protectorate régime, but their stipulations were too simple, and they were soon found to be quite unsuited to the progress of the times, so in July, 1917, new regulations were promulgated. It was found, however, that the farmers in general hesitated to shoulder the responsibility of engaging experts to make investigation, so regulations relating to subsidies to be granted to water-utilization associations were promulgated in April, 1919, whereby it was possible for an area of over 200 *chobu* to be investigated by the Government-General on application being made by provincial governors, promoters of water-utilization associations, or associations themselves, and to grant a subsidy, not exceeding 15 per cent. of the cost, to works covering 200 *chobu* in area and not exceeding 40,000 *yen* in cost. Later on, following on the framing of the scheme for effecting increase in the rice crop in December, 1920, regulations relating to subsidies for land improvement works were promulgated, by virtue of which even private undertakings were favoured with subsidies varying from 25 to 30 per cent. of the cost according to the kind of work to be done, and at the end of this fiscal year the number of associations actually in working order was 29, operating over an area of 40,600 *chobu*, while 21 other associations were actively engaged in preparatory or construction works designed to serve an area of over 26,100 *chobu*, the total expenditure on all these enterprises already amounting to over 31,000,000 *yen*. There still remain 80 tracts of land awaiting improvement, covering an area of 130,000 *chobu*.

In 1920 the Government-General drew up a programme to be executed in 15 years from that year, and work on it is well under way. This aims at the improvement of at least one-half of the total area of uncultivated lands amounting to 800,000 *chobu*. Among other things the most important is the basic investigation relating to those lands to be improved or reclaimed, whereby the locality

and area of the lands, method to be followed, and the estimated cost can be properly determined. In pursuance of this, special experts have been sent to the provinces since 1920, and the area actually explored by them up to the end of this fiscal year is over 3,534,000 *chobu*.

Irrigation appeals to the common interest of agriculturists and visibly illustrates the facilities afforded by water-utilization associations, so the Government is encouraging their formation while recognising private undertakings. Since these works affect people in various ways, however, it is provided that official permission for such must be obtained, and the number so far granted is 117, covering an area of over 9,600 *chobu*.

#### (4) Food Policy

As the demand for and supply of provisions in Japan proper have lately ceased to maintain an easy course, and increase or decrease in the production of rice has a great effect upon the economic condition of Chosen, the Government-General has already encouraged increased production of rice and other cereals and supplementary food stuffs, with the result that the total amount of rice exported in this fiscal year equalled four and a half times that exported in the year of annexation (1910).

This increase is mostly due to the improvement in the varieties grown and in their cultivation, so the Government-General, in order to increase the production of rice by positive methods, such as the cultivation of waste lands and improvement in irrigation and farming methods, drew up a fifteen-year programme from the fiscal year 1920 at an estimated expenditure of 6,000,000 *yen*. Of this sum 38,500,000 *yen* was earmarked as subsidies for land-improvement works covering an aggregate area of some 400,000 *chobu*. A Land Improvement Section was established in November, 1920, in the Industrial Bureau of the Central Government to secure a uniform and progressive administration concerning irrigation and cultivation, and the subsidies granted these works totalled 2,900,000 *yen* in the year under review, while the sum allotted for the same in the budget for the following fiscal year was 2,200,000 *yen*.

When this programme is executed, the production of rice will be greatly increased, and export of it also. Such a result, it is hoped, will largely help solve the food question in Japan and as largely benefit the economic circle of Chosen.

### (5) Inspection of Rice and Beans

Simultaneously with advance in the production of rice, improvement in quality was necessary, likewise inspection of unhusked rice destined for export, so that transactions in it might be creditably conducted, and in February, 1915, regulations for the inspection of grain were promulgated. Though this measure was productive of fairly good results, there was still found room for betterment, and in September, 1917, the regulations were so revised as to put inspection solely in the hands of provincial governors, while exportation of rice of inferior quality was prohibited. Regulations relating to soja-beans were also put into force at the same time and in the same manner. In this way the quality of the rice and beans produced in Chosen has been considerably improved, and they now enjoy a high credit in the Japanese market. The inspection system, however, was still not good enough to meet actual conditions so further revision in the existing regulations was made, and in this fiscal year inspection of cleaned rice was enforced in the provinces, as export of it saw yearly increase and the amount at present nearly balances that of rice in the husk.

## 34. Agricultural Conditions

The number of families and of persons engaging in agriculture at the end of this fiscal year was in round numbers 2,710,000 and 14,400,000 respectively, or about 80 per cent. of the total population. The staple productions are rice, wheat, soy-beans, Italian millet, cotton, cattle, pigs, fowl, cocoons, hemp, tobacco, and ginseng, and the total value of the crops in 1921 amounted to about 1,090,000,000 *yen*, of which over 150,000,000 *yen* was exported, mostly to Japan proper, or 70 per cent. of the total value of the export trade. When compared with the year of annexation, in which the total value of the crops was 240,000,000 *yen* and of export 12,000,000 *yen*, these items show over a fourfold advance in the former and a twelvefold one in the latter.

In olden times things agricultural were in much the same condition as in Japan proper, but where the Japanese farmers steadily gained in knowledge and skill and learned how to get the utmost out of the land, the Korean farmers remained content with merely

wresting a bare living from it, and, lacking all encouragement from the Government, showed no initiative in the way of making experiment; they also brought upon themselves additional calamity by their indiscriminate felling of trees.

Since its establishment the Government-General has done its best to bring about improvement in agriculture and increase in production, and a further stimulus to improvement was the rise in the price of cereals owing to the Great European War, as this rise brought about so favourable a result in the economic condition of farmers that they could engage in expensive undertakings, such as reclamation of waste land and irrigation, and purchase fertilizers to the value of about 6,350,000 *yen* in the fiscal year 1921. Subsidiary works also, such as sericulture, cattle-breeding, etc., underwent great development and assisted in working an extraordinary transformation in productive conditions.

#### (I) Agricultural Products and Fruit-Trees

Rice is not only the most important of all the agricultural products in Chosen but it is in great demand in Japan proper, Manchuria, and Asiatic Russia, so the Government-General is doing its best to effect improvement in quality and increase in yield by encouraging the sowing of seeds of those superior species found best adapted to the various climatic conditions in Chosen through experiments made at Suigen Model Farm and the provincial seedling stations, and by arranging for the instruction of farmers in the use of bean-cakes and of fertilizers within their means, and in the proper method of preparing their products for the market.

The result of these efforts may be judged from the fact that the area under improved species of rice increased from 1,000 *chobu* in 1910 to over 979,000 *chobu* in the year under review, and yielded 10,520,000 *koku*, representing about 70 per cent. of the entire yield of rice for this year. At the same time the area under rice increased from 1,350,000 *chobu*, raising a crop of 10,400,000 *koku*, in the year of annexation to 1,560,000 *chobu*, yielding over 15,010,000 *koku*, and its export increased from 798,000 *koku* in 1910 to over 3,210,000 *koku*. However, as the seed of improved species tends to deteriorate with the passage of years, arrangements have been made whereby old seeds will be replaced with superior ones every fifth year so that systematic seed-beds may be firmly established, and subsidies will be granted to those maintaining such beds.

Wheat is chiefly cultivated for home consumption, and in South Chosen, where irrigation works are common, it is raised in the paddy-fields after the rice is harvested, and as the result of encouragement of the cultivation, improvement in the choice and use of fertilizers, and extermination and prevention of noxious insects, the area thus made to yield two staple crops a year increased from 126,900 *chobu* in 1912 to 208,000 *chobu* in this fiscal year. Further, the area under wheat grew from 857,000 *chobu* producing the total crop of 6,200,000 *koku* in 1910 to 1,232,000 *chobu* yielding 9,230,000 *koku*.

The soja bean now comes next to rice in the amount of export. Nevertheless, owing to wrong drying methods and considerable mixing of species, it was at one time unable to gain any extensive outside market, so regulations relating to the inspection of soja beans were promulgated in 1917, and various measures were taken to effect increase in production and betterment in drying and assorting, with the result that the bean is in high esteem in the home market. The area under the soja bean was over 796,000 *chobu* producing 452,000 *koku* in this year, and its export reached 1,450,000 *koku* valued at 22,020,000 *yen*, representing an increase of six times in area, about seven times in production, and over two and four times respectively in quantity and value of export, as compared with the year ushering in the new administration.

Increase in production and advance in the quality of cotton meant much to Chosen, since the demand by Japan proper for spinning material might thereby be met in part, domestic needs satisfied, and further advance made in farmstead economy, so in 1906 a cotton plantation was started in Mokpo to carry on experiments in the cultivation of American upland cotton. Good results being obtained, the cultivation of this species was encouraged, and the area under it advanced from 1,200 *chobu* producing 660,000 *kin* at the time of annexation to 104,000 *chobu* yielding 88,000,000 *kin* of unginned cotton in this fiscal year. The first plan for encouraging the cultivation of upland cotton aimed at extending the area under it to 10,000 *chobu*, and this was realized in 1918. Accordingly, as there was still a sufficiency of land that might be profitably utilized for this purpose, a second plan, embracing an area of 250,000 *chobu* and calculated to produce about 250,000,000 *kin* of unginned cotton of both native and American origin, was framed in 1919. Land under cotton advanced from 60,000 *chobu* yielding 21,000,000 *kin* at the time of annexation to 151,000 *chobu* yielding 118,000,000 *kin* of

unginned cotton in the fiscal year under review.

As for the sugar-beet, experimental planting of which was started in 1906, encouragement measures were adopted under which subsidies are granted to the local expense funds of the provinces of South Heian and Kwokai to provide for the distribution of superior seeds, and experts attached to the Provincial Seed and Seedling Station in South Heian to conduct experiments and investigation with the aid of modern equipment. In 1919 a sugar-factory was established at Heijo by the Japan Sugar Manufacturing Company. The area under the root in this fiscal year reached 1,500 *chobu* and the sugar produced amounted to 1,294,000 *kin*.

Fruit-trees thrive well in Chosen, but the species usually grown were not of a good kind, so the Government-General caused the Model Farm at Suigen to establish a horticultural branch, and this did good work in introducing apple-tree, pear-trees, vines, etc., of a superior kind, especially in the districts served by the railways, leading to an increased demand for their fruit in Japan, Siberia, and Manchuria, and in this year the fruit crop equalled 6 to 7 times that of 1913, the total crop of apples, pears, and grapes being 2,640,000 *kwan*, 2,020,000 *kwan*, and 110,000 *kwan* respectively, while export stood at 520,000 *kwan* of apples and 350,000 *kwan* of others.

## (2) Sericulture

Sericulture, though distinctly favoured by the climatic conditions of the country, of which dryness is the chief feature, for long made no appreciable progress, as the species reared were of inferior kinds, while the method of rearing them was very primitive and mulberry plantations received little attention. The result was that the cocoons gathered proved poor in both quality and quantity. Since its establishment the Government-General has employed every appropriate means to secure thorough improvement in this profitable side-work, and for the prevention of diseases, inspection of silkworm eggs, care of mulberry seedlings, etc., necessary provisions were issued in April, 1919, and institutions were established in the provinces to encourage the people to pursue the industry. The outcome of these efforts is already seen in the greatly improved condition of this important business. The number of families engaging in sericulture in 1910 was calculated at 76,000 and the volume of cocoons gathered at 14,000 *koku*, but for this fiscal year the figures are 341,000 families and 142,000 *koku*, while the volume of cocoons exported to Japan,



although adversely influenced by the founding of modern silk-factories in this country, amounted to 37,000 *koku* valued at 2,560,000 *yen*.

Reeling was formerly done at home by means of simple implements and for home consumption only, but of late years the development in sericulture has induced the use of machinery, and reeling-mills now number 5 with an aggregate yearly output of 31,000 *kwan* valued at 3,700,000 *yen*, all intended for export. The more popular handwork system still embraces 29,000 families turning out a total production of 14,000 *kwan* valued at 1,140,000 *yen*.

### (3) Stock-farming

The cow is indispensable to farm-life in the peninsula, for it is employed in most of the heavy labour required on a farm. Generally speaking, the Korean cow is robust in health, of a gentle nature, and fit for labour, while its flesh is palatable, so it is in high esteem as a source for both food and labour.

Of late years demand for it has not only increased in Japan proper, but also in China and Asiatic Russia. For increase in number and the enhancement of its good points, the Government-General has done much by promoting the establishment of a cattle-breeding association, by appointing experts to every district, and by promulgating regulations relating to cattle protection and the prevention of diseases, and with such good effect that the 700,000 head at the end of 1910 showed increase to over 1,600,000 head at the end of this fiscal year, while the number exported increased from about 20,000 head at the time of the annexation to nearly 60,000 head.

The Korean pony, being of slight build and poor constitution, shows no promise of being effectively improved, so, with the object of raising a variety of horse most suited to the climate, experiments are being conducted in cross-breeding between Mongolian mares and stallions of foreign origin raised in Japan proper. This work is carried on at the Rankoku Horse-farm, a branch of Suigen Model Farm, in Kogen, and by a provincial stable at Yuki in North Kankyo.

Sheep were rarely kept in Chosen in former times, though goats were fairly plentiful, but as they are very useful animals, Seupo Sheep-pasturage, as another branch of Suigen Model Farm, was established in Kogen in 1914, and sheep to stock it were imported from Mongolia. Since 1919 experiments in crossbreeding between Mongolian sheep and imported foreign breeds have also been made, while a number of sheep were distributed among farmers for experimental breeding by them.

The work at the pasturage proving successful in all lines, though not so uniformly in individual cases, sheep rearing in Chosen seems to have some prospect before it.

As for pigs and poultry, the improvement effected in the Korean species by importation from Japan proper of superior breeds has been so marked that at the end of this fiscal year they nearly doubled the number kept at the time of the annexation, and totalled over 1,010,000 pigs and 5,870,000 fowl.

The Korean cowhide is fine and strong in quality, but owing to the many cicatrices and scars caused by rough treatment, a wide market could not be commanded by it, so in 1911 the authorities instituted short courses in the proper care of cattle to check the abuse of acupuncture and the branding-iron, and to prevent saddle galling, while the people were induced to adopt improved peeling and salt-drying methods. This has led to great improvement, 60 per cent. of the present export of 5,000,000 *kin* of dried skins now being practically free from blemish. The tallow, bones, gristle, and hair, formerly thrown away as refuse, are also being increasingly utilized.

Honey and beeswax seem to have a fair future, and an improved method of keeping bees prevails in some districts.

#### (4) Cultivated and Uncultivated Lands

The total area of paddy-fields and dry fields in Chosen is about 1,550,000 *chobu* and 2,840,000 *chobu* respectively, and if the estimated area of dry fields formed by burning, about 140,000 *chobu*, is added, the total comes to about 4,450,000 *chobu*, or about 20 per cent. of the area of the peninsula, giving an average per agricultural family of 1 *chobu* 6 *tanbu*. In the southern half of the peninsula the area of paddy-fields is about the same as that of dry lands, while in the northern half the area of uplands is to that of paddy-fields as 5 is to 1. Formerly, rice fields relied all but entirely upon the rainfall, but those served by irrigation works now cover an area of 367,000 *chobu*, representing 22 per cent. of their total area.

Though the area of uncultivated lands is not yet thoroughly ascertained, those alongside rivers are estimated at about 740,000 *chobu*, those along the beach at about 207,000 *chobu*, and those on the lower slopes of mountains at about 800,000 *chobu*. As most of these can be made to produce crops, investigation is being made as to the best means for utilizing them.

As these uncultivated lands form more than half the area of the State lands, regulations relating to their utilization were promulgated in September, 1907, and persons possessed of funds sufficient for the work are granted permission to develop them. Where the area is small, the policy is to allow local men to work them, and on these areas being properly brought under cultivation they may be granted free or under easy purchase to those working them, but should the work not be started within a reasonable time the permission is revoked.

### 35. Forestry

For many years the forests in the country were left untended and unprotected, consequently checking the progress of various kinds of industry, so the Government-General took the matter in hand by making investigation from 1911 onward of the State forests offering legal difficulties, by charging local offices with the investigation of forests possessed by private persons, by appointing forestry experts and stationing them in various places to give the people practical guidance in forestry, by leasing State forest lands denuded of trees to those making application under condition of afforesting them (which done, permanent possession is often granted gratis), by giving seedlings to those localities too poor to buy them, by putting a limit on the age, height, and spread of trees to be felled in order to protect immature forests, and by subsidizing the extermination of noxious insects. These measures have not only resulted in the condition of forests undergoing an entire transformation compared with that at the time of annexation, but have also induced in the people in general a love of arboriculture, thus contributing greatly to the rise of afforestation undertakings among them. For the purpose of providing models for afforestation and of cultivating the local resources, the Government-General has caused provinces and *myen* to lay out forests, granting them the necessary land, and also made provision for school forests by giving or leasing land gratis for the purpose. Officials and private persons are also encouraged to plant commemoration trees on the third of April, anniversary of Emperor Jimmu, every year, and every other opportunity is seized to encourage the people to effect improvement in forestry.

A close and exact examination being necessary for the drawing up of plans for the future, the forestry-investigating work was expanded, and more specialists were engaged in 1921 to conduct scientific investigation as to the planting, protection, and utilization of forests. In a suburb of Seoul an experimental forestry station was established this year to take charge of the work.

#### (1) Forestry Administration

Before annexation there were no written laws worthy of the name relating to forestry administration, save that the felling of trees was prohibited, and even this was more honoured in its breach than in its observance toward the latter years of the Yi dynasty, bringing in its train indiscriminate and secret felling, so that destruction of forests went to the extreme. Guided by the Resident-General, the Korean Government promulgated a Forestry Law and regulations, and these were adopted as they stood by the Government-General, but revision being necessary on account of the lamentable condition of the forests and the progress of the times, new regulations were promulgated in June, 1911, and in 1912 regulations concerning State and private forests were drawn up, and experts attached to central and local offices.

State forest-lands leased to the people covered an area of 750,000 *chobu* in the year 1921 and 830,000 *chobu* at the end of this fiscal year.

#### (2) Forestry Investigation and Adjustment

Though the distribution and area of the forests in Chosen had been roughly investigated previous to annexation, their legal relations were so undefined that there was practically no clear distinction between those possessed by the State and those by private persons, and this led to continual litigation, so in May, 1918, regulations were promulgated concerning the investigation and settlement of ownership and boundaries of forests, and a committee was formed to give decision in those cases in which dissatisfaction was expressed.

Among the State forests, outside those under the control of the Lumber Undertaking Station, many were found to contain trees ready for felling, which, if left standing, would deteriorate with increasing age and tendency to decay, so in the past three years branch offices of the Forestry Section have been established to the number of ten, nine, and seven, respectively, that is twenty-six in all, and these are

engaging in the felling of trees and planting of saplings on forest lands covering an area of some 1,020,000 *chobu*, but with regard to those forests under the control of local governments, no active measure has yet been started. Concerning the protection of State forests, the entire area, whether under the management of branch offices of the Forestry Section or not, is supervised by local governments, but those guarded by forest wardens aggregate only 1,200,000 *chobu* in area, the remainder being left to the protection of local inhabitants and the police in general.

This is but a temporary expedient, and a new organ will be formed as circumstances permit to take over the management of all the State forests marked out for permanent preservation on a sound and rational basis, and to it all matters now in the hands of the Lumber Undertaking Station and the branch offices of the Forestry Section will be transferred.

### 36. Condition of Forests

#### (1) Outline

The total area of forest lands in Chosen amounts to about 15,880,000 *chobu*, or 71 per cent. of the total area of the peninsula, but, as they have long been neglected, the area of standing forests is estimated at 5,480,000 *chobu* only, and those are mostly found in the remote north and in the eastern highlands. Of the remaining area, 7,280,000 *chobu* is covered with young trees and 3,120,000 *chobu* is entirely bare. Even the lands covered with trees show no signs of developing into good forests owing to lack of care and management, yet not only is the demand for material for building and fuel growing greater year by year, but the demand for railway sleepers, telegraph poles, bridge beams, piles used in mining, and wood-pulp is increasing, so the Government is doing its utmost to prevent too great and too indiscriminate a felling of trees, while at the same time pursuing measures to secure their protection and the planting of seedlings to replace the trees felled.

As the north and south of the peninsula differ widely in climate, many varieties of trees are present. In the basins of the Oryoku and Toman in the north, and on the higher mountains, the fir, larch, Korean pine, birch, etc., are found, and in the central and upper

southern part the Japanese red and black pine, deciduous and ever-green oak, alder, etc., and in the lower southern part the oak, bamboo, etc. The fact that there are as many as 700 varieties of useful trees in Chosen shows how peculiarly it is suited for afforestation on the very widest scale.

## (2) Afforestation Undertakings

To carry on the afforestation undertakings conducted at national expense, the slopes of Hakuundo in Keijo and of Botandai in Heijo were utilized in 1907, and later on the cities of Suigen, Taikyu, and Kaijo offered lands for the same purpose. In recent years afforestation of hillsides and waste lands has been taken up to prevent sand-drifts and to afford a future supply of timber, this work for the most part falling to the Lumber Undertaking Station and the branch offices of the Forestry Section, and the area so covered between 1907 and 1922 totalled 5,400 *chobu*, and the number of seedlings planted 16,160,000. •

The first afforestation undertaking maintained at local expense was started in Kogen in 1911, and the example being followed, all the other provinces are now engaging in their own afforestation works, the total area of 2,634 *chobu* afforested up to the end of 1921 increasing to 3,142 *chobu* during the year under review, and the number of seedlings planted from 11,320,000 to 14,229,000. Since 1913 trees have been planted on land becoming self-wooded, and the area thus assisted reached 2,633 *chobu* in 1921 and 3,026 *chobu* in this fiscal year.

Plantations maintained by public bodies have made great progress in recent years, and, in addition to undertakings on a small scale by individual capitalists, the Oriental Development Company, Mitsui, Sumitomo, Z. Handa, K. Tagi, the Chosen Peers Association, and others are also engaging in the work on a large scale and undertaking the development of lands self-planted, and from 1911 to 1922 the area planted by private undertakings measured over 253,000 *chobu* and trees planted numbered over 1,024,450,000, showing how energetically the work is being pursued.

Since 1911 the 3rd of April has been regarded as Arbor Day, and on that day trees are planted in commemoration of Emperor Jimmu. The eleventh Arbor Day in 1921 saw over 16,790,000 trees planted, and the twelfth Arbor Day over 13,850,000, the grand total planted since its institution being over 188,285,000.

In 1907 three seedling plantations were established at national expense, and, following them, local nurseries were established to the number of 310 in all up to the end of 1912, when adjustment of them was effected. The seedlings raised are the Japanese red and black pine, acacia, alder, oak, larch, etc. In this year the plantations maintained at national expense covered 45 *chobu* in area, raised 7,380,000 seedlings, and disposed of 1,730,000 young trees, while those maintained locally raised 26,450,000 seedlings, and disposed of 15,620,000 young trees. Private undertakings accounted for 168,810,000 seedlings and 104,000,000 young trees, those raising over 200,000 seedlings each for sale numbering 68. Of late years afforestation associations have started their own nurseries on a large scale.

### (3) Improvement of Mountains

While the re-clothing of denuded areas is necessary for the conservation of water sources on the one hand, on the other it constitutes a fundamental policy for the promotion of the welfare of the country and its industry. Ordinary afforestation of bare tracts of land, being relatively profitable from an economic point of view, can be effected by means of general encouragement, but such is not possible in the case of severely ruined forests playing an important part in the matter of river-conservation, since large sums must be additionally expended in reparation works, so it must be done at national expense or else by private undertakings assisted by subventions. In order then to draw up a complete working plan, investigation of the basins of all large rivers, such as the Kan, Kin, Toshin, Yeizan, Senshin, Daido, Rakuto, and Josen, the conservation of which is most important, was started in the fiscal year 1919 and completed in this fiscal year, and the areas demanding conservation works were definitely determined.

Meanwhile experimental afforestation for the prevention of sand-drifts and for forestry in general was started in the catchment area of the Mikosen, a branch of the Kin, in 1918, an annual subvention of 50,000 *yen* being granted to the Local Expenses Fund of the two competent provinces, North and South Chusei. In the year following North Keisho and North Zenra were also favoured with the annual sum of 100,000 *yen* and started similar work in the basin of the Rakuto. By the end of the year 1921 the land in these basins afforested for the prevention of sand-drifts reached 896 *chobu*, the

saplings planted numbering 4,700,000, and for forestry in general 21,305 *chobu* with 57,850,000 young trees.

Guided by the experience thus gained, a practical scheme was drawn up embracing an area of 470,000 *chobu*, of which some 235,000 *chobu* requiring works for the prevention of sand-drifts was marked out for national management, and the remainder left to be afforested by landowners subsidized from the Local Expenses Funds. This scheme is based on the completion of both undertakings within a period of thirty years, and, to begin with, conserving works in the basins of the rivers mentioned were started this year as a ten-year consecutive undertaking.

### 37. Fishery

Chosen has a coast-line over 10,700 miles long, including islands, and her waters are full of life, and the Government-General, since its establishment, has done as much as possible for the development of the fishing industry, so that the value of marine products amounted to 73,960,000 *yen* in this year, or eight times that at the time of the annexation.

#### (1) Fishery Administration

In 1909 laws and regulations relating to fishery were promulgated by the former Korean Government and were later adopted by the Government-General, but as they did not conform to existing conditions and the future prospects of the industry, new regulations were drawn up and put into practice in April, 1912, providing for the granting of permission for exclusive fishing rights over a certain area of water, the circumscription or prohibition of certain acts likely to obstruct fishing in adjoining areas, the granting of permission to applicants according to ancient custom as far as possible, and the prevention of the exercise of a monopoly in any fishing place by a private individual, and their enforcement has checked the tendency for speculation while encouraging applications from such persons as are willing to pursue the work in a steady and progressive way.

For the protection and control of the fishing industry, regulations were promulgated at the same time as those relating to fishery,



and placed some restrictions on the methods employed, the tackle used, and the season and place for fishing. Trawling is entirely prohibited in the seas surrounding Chosen, the number of whaling boats is limited, and the number of diving apparatus also. In the days of the former Korean Government Chinese ships frequented the western coasts of Chosen for the purpose of fishing, and occasionally do so now, even in the face of strict prohibition, but the vigilance of the local police and fishing associations has proved a check of late to the visits of these poachers.

In order to encourage development in fishing, as the industry was not carried on to any great extent by the local people, part of the interest derived from the Extraordinary Imperial Donation Funds, together with grants from the local revenues, was spent in giving special training to local fishermen and in providing educational organs for fishery by establishing a fishing school at Kunsan in 1915 and at Reisui in 1917.

As the quantity of aquatic products exported tended to increase year by year, and there was no uniformity in quality of the various products, while dishonest practices were rather common, regulations relating to the examination of aquatic products were promulgated and put into practice in July, 1918, and the standard for each grade was made the same as that in Japan proper, so that export to Japan might be carried on more smoothly.

The regulations relating to markets promulgated in September, 1914, contained special provisions for fish markets as they were considered somewhat different from ordinary markets, while a government subsidy has annually been granted since the fiscal year 1912 to fishing ports and harbours, numbering about 300 in all, to effect various improvements in them. Of these ports, work on nine of the most important was finished by the end of the fiscal year 1920, and work on others is being taken up on a large scale.

## (2) Experiments in Aquatic Products

In order to promote the development of the fishing industry, the Government-General has been engaging in aquatic experiments since 1912 under three heads: (1) study of the fish frequenting Korean waters with regard to varieties, distribution, coming and going, suitability of methods employed in catching them, and economic conditions; (2) experimental preparation since 1917 of salted and dried fish intended for China and America, and (3) artificial

incubation of salmon at Kogen in South Kankyo since 1912 and naturalization of oysters at Koshin in South Zenra since 1918, together with experiments in raising fresh-water fish.

These experiments are still being carried on, and though some of them have already been productive of good results, further practical and scientific investigation and study is necessary for the future development of the fishing industry, so the establishment of an Experimental Fishing Station, as a central organ, was started at Fusan in 1920 and completed this year.

### 38. Development in Fishery

As Chosen is a peninsula it has great advantages in the pursuit of fishing, but in the days of the former Korean Government nothing was done to develop it, so progress in it was altogether wanting. This supineness on the part of the Government disappeared on the establishment of the present régime, and much has since been done to bring the industry into a more flourishing condition, so much so that the value of fishing products, which was only 8,100,000 *yen* at the time of the annexation, increased to 45,260,000 *yen* in 1921, and to 47,000,000 *yen* in the year under review, while the value of prepared aquatic products increased from 2,650,000 *yen* in 1911 to 25,600,000 *yen* in 1921 and to 26,420,000 *yen* in this year.

As for the fishing methods employed, they were of a most ancient and elementary character, and the Koreans engaged in fishing never ventured far from the coast, but seeing that the Japanese fishermen coming over made use of more profitable methods, they followed their example and gradually began to go farther and farther afield, with the result that steam and motor-boats for the transportation of fish came into use, and fishing was started on a large scale, especially for mackerel, the catch of which was worth over 5,800,000 *yen* in 1921, and surpassed that of the Alaska pollack, the sardine, and *Sciaena* Sp., the three most important fish of former days, while the catch of cod almost equalled it.

In preparing aquatic products salting and drying were done in a very crude manner, as only the home market was served, but with the coming of Japanese fishermen new methods were introduced,

while their more general use was quickened by the institution of the system of examination of fish for export in 1918.

The reason why the various aquatic products showed tendency to disappear from Korean waters in the days of the former Korean Government was that no control was exercised over the fishing industry, and it was carried on more or less regardless of time and seasons, in addition to which large sums must be locked up for many years in its pursuit before adequate returns begin to come in. The strenuous efforts of the Government-General, however, have resulted in many undertakings being started, among which the most flourishing is the cultivation of the laver in South Keisho and South Zenra.

As groups of Japanese fishermen were in the habit of coming over to fish in Korean waters, the Chosen Fishery Association League was established at Fusan in 1900 in order to offer convenience to these men, and this effected gradual enlargement in their fishing grounds, and induced more groups to come over. Japanese fishermen making permanent settlement here were found at first only on the coast of South Zenra and South Keisho, but they soon yearly increased in number through government help and gradually found a home in every maritime province. They now number more than 14,200 in all, and have founded 40 fishing hamlets containing 5 or more families, and in conjunction with Korean fishermen are doing much to help on the development of the fishing industry.

### 39. Fishery Association and Aquatic Products Associations

In order to promote the development of fishing villages regulations relating to fishery associations, founded on the Chosen Fishing Law, were promulgated in February, 1912, providing for their establishment, management, supervision, and other matters. The number of associations existing at the end of this fiscal year was 119 with a combined membership of over 40,000, and their various activities consisted in the joint purchase of fishing tackle, the joint sale of fishing products, loaning of funds, lending of tackle and ships, joint saving, joint warehousing, care of alarms and signals, proper care of community wells, joint use of net-cresoting pots, and

arrangement of mooring places. All are making good under the guidance and supervision of the Government, so for the present the Government will pursue the policy of subsidizing fishing villages with a possible prosperous future before them, hoping thus to open new areas for the establishment of associations.

In 1900, in the days of the former Korean Government, the Chosen Fishing Association League was founded by fishing parties coming from Japan, and in March, 1902, on the promulgation of the law of Japan relating to fishery associations working in foreign seas, changed its name into the Chosen Aquatic Products Association with its head office at Fusan and branches at various important places, and extended its operations to include the entire peninsula, instituting at the same time a system of patrol with several boats. After the annexation and on the enforcement of the Fishing Law it revised its articles, and in July, 1912, once more made change in its organization so as to admit of Koreans becoming members thereof. It enjoys an annual subsidy from the Government and had a membership of over 14,400 at the end of 1921, of whom 3,400 were Japanese and 11,000 Koreans. In addition, there are seaweed and laver products associations at Mokpo and other fishing towns which engage in the protection of seaweeds, and in giving guidance in the cultivation and preparation of the laver.

Owing to too great expansion in limited areas, as well as to weak financial foundations, these two groups of associations are now being subjected to a searching investigation with a view to merging them into Provincial Aquatic Products Associations and the Chosen Aquatic Products Association, the latter to be entrusted with matters connected with the fishing business as a whole, and new regulations will be promulgated similar to those in force in the motherland.

## 40. Mining

### (1) Mining Administration

In the days of the former Korean Government there were no regulations relating to mining, and not only was permission granted by the Imperial Household Department, the central authorities, or the local authorities, according to the situation of the mines, but the

imposition of taxes, revocation of permission, etc., depended upon the caprice of the authorities. Following on the establishment of the Residency-General, the Mining Law and the Placer Mining Law were promulgated in July, 1906, and Japanese officials were employed to superintend their proper enforcement. Though these laws were adopted by the Government-General, it was soon found that they were not in accord with the times, and the present Mining Law and its regulations were promulgated in April, 1916. The new law ordained that a mining right could only be granted to subjects of the Japanese Empire or to juridical persons founded according to the laws of the Empire, and the minerals subject to its provisions were increased from 17 under the old law to 29, the 12 additional ones being bismuth, sulphuretted iron, chromite, tungsten, molybdenum, arsenic, phosphorus, asphalt, mica, asbestos, kaolin, and quartz sand. With regard to the grant of a mining right the principle was adopted, except in cases of certain areas and minerals, of awarding it to the one whose application was first received, and, as the mining right is regarded as a real right, a system of registration was introduced conforming to the regulations relating to immovables. The use and expropriation of land were provided for by the regulations of the land expropriation law, while other provisions were made to meet the various conditions of the mining right. Toward the end of the year 1921 the Mining Law was revised in part to provide for the grant or refusal of any one claim, except in the case of Government reservation areas, being determined strictly according to priority of application.

As for the mining-tax, the tax on the collection of mineral sands was abolished on the enactment of the Mining Law, while the mineral-products tax and the mine-lot tax were retained, the rate of the former remaining at one per cent. of the value of the mineral obtained, but in December, 1918, gold, silver, lead, and iron were made exempt from this tax, while the rate of the latter was increased from the annual rate of 50 *sen* to that of 60 *sen* per 1,000 *tsubo* or 1 *cho* in length of a river-bed. In December of 1921 the mine-lot tax was reduced to one-half the rate for a period of three years from the month following that in which the grant of a mining right was made.

At the same time that the mining law was promulgated, the mining right already possessed by foreigners was recognised as valid and inheritable by other foreign individuals or juridical persons

having their head office in Chosen.

The Mining Regulations too were amended from time to time to allow of the special disposition of State-owned lands and others, the use and expropriation of land necessary for the iron industry, exemption from income tax of juridical persons engaging in the manufacture of iron and other enumerated metals, and exemption from import duties of various materials for use in mining, to encourage the fuller development of the mining industry.

### (2) Investigation of Mineral Products and Nature of Soil

In order to obtain material for keeping the mining administration in touch with the times and to afford convenience to those operating mines, investigation of mineral deposits was begun as a continuing work for six years in the fiscal year 1911, and was all but completed in the time stated, the only part left undone being in the south, and there investigation was continued for another year and completed in the fiscal year 1917. Reports were published as the various provinces were investigated, much to the benefit of the mining industry in Chosen.

The investigation of mineral products being completed, the men charged with it were transferred in a body to the newly formed Geological Investigation Office in the fiscal year 1918. This office engages in the investigation of the nature of the soil, useful minerals and rocks, water utilization, civil engineering, and the making of maps. As it was estimated that it would take the office 30 years to complete this new work, the staff was increased in the fiscal year 1920 so that the work might be done in half the time, that is in fifteen years.

### (3) Reserved Areas

In the three districts of Shoshu, Gishu, and Shinko certain areas holding out good gold prospect were retained for national use in 1913, and prospecting started the year following. Gishu failing to prove of value was abandoned in 1919, while the two others, though giving evidence of a good future, have since been granted to private undertakings owing to the adverse financial circumstances.

The coal-bearing fields at Heijo, Junsen, and Kaisen were reserved mainly as a source of supply of fuel for the navy. However, only the Heijo mine is now recognised as of great value to the navy,

and this was transferred to the Admiralty early in this fiscal year, together with the personnel and equipment of Heijo Coal-mine Station. The other two will continue to be worked for the promotion of certain industries.

#### 41. Mining Development

In former times the mining industry in Chosen was conducted on a very small scale, except where certain foreigners were concerned. Mining, however, requires plenty of funds and expert knowledge, so the Government-General did its best to induce those engaging in mining in Japan to invest funds in Chosen and start undertakings, and thus brought about considerable improvement in the mining industry in this country. Chief among the enterprises established in consequence of this may be mentioned the smelting plant of the Kuhara Mining Company at Chinnampo, the ore-dressing factory of the Nippon Metal Company at Roryoshin, and the iron-foundry of the Mitsubishi Iron Manufacturing Company at Kenjiho. Nearly every kind of mineral, except sulphur, petroleum, and asphalt, is to be found in Chosen, while gold, iron, anthracite, and graphite, scarce in Japan, are quite plentiful, and this being so the Great European War induced feverish working of them until the cessation of hostilities caused reduction in demand for these minerals and led to the closing down of mines in rapid succession. Prices and wages, both soaring high while the rush was on, have lately shown a tendency to drop, and gold-mining seems likely to recover its activity. In the following table is given the value of the output of minerals as compared with that at the time of annexation.

Mineral	1922	1921	1920	1910
	Yen	Yen	Yen	Yen
Pig Iron . . . . .	5,055,129	4,829,843	8,286,823	—
Coal . . . . .	2,531,436	3,192,262	3,917,153	388,781
Gold . . . . .	3,293,083	2,992,021	3,584,465	3,744,957
Iron Ore . . . . .	1,153,324	1,716,170	4,189,848	421,462
Concentrates . . . . .	1,145,481	1,489,182	1,512,989	246,631
Gold and Silver Ore . . . . .	543,223	587,412	770,445	262,992

(Continued)

Mineral	1922	1921	1920	1910
	Yen	Yen	Yen	Yen
Alluvial Gold . . . . .	321,652	359,260	503,047	821,609
Graphite . . . . .	295,760	208,902	300,047	153,477
Coarse Copper . . . . .	4,481	17,986	516,935	—
Zinc Ore . . . . .	—	4,795	79,768	—
Silver . . . . .	45,020	4,775	936	6,555
Coarse Lead . . . . .	—	—	185,104	—
Wulfenite . . . . .	—	—	2,629	—
Tungsten . . . . .	—	—	—	—
Copper Ore . . . . .	—	—	—	21,483
Others . . . . .	115,292	134,617	375,449	—
<b>Total . . . . .</b>	<b>14,503,781</b>	<b>15,537,225</b>	<b>24,234,688</b>	<b>6,067,952</b>

## 42. Commerce and Industry

Before the annexation commerce in Chosen was chiefly concerned with cereals, salt fish, and vegetables produced in the peninsula, and with cotton yarn, cotton cloth, petroleum, and other necessities imported from abroad, transactions in them being conducted almost entirely in the markets held at stated intervals, for very few people kept shops. Consequently, commerce in general showed itself only intermittently active. After the annexation every effort was put forth to encourage steadiness in it, and various commercial systems were introduced, and a complete transformation was soon effected in its general aspect.

Among the measures taken to accomplish this may be mentioned the enactment of the regulations relating to business companies in 1911 for the purpose of preventing the establishment of illegal and bubble companies, but as the progress of the times made the interference of the Government unnecessary, these regulations were abolished in March, 1920, and establishment was free to all except for certain special undertakings. In the matter of Exchanges a negative policy was adopted, and no new establishment was permitted. In 1915 regulations for Chambers of Commerce were promulgated, as these had been established by Japanese and Koreans



separately and worked independently in one and the same locality. These regulations allowed only one Chamber of Commerce to exist or to be established in any one locality, to membership of which Japanese and Koreans were equally eligible. The status of a juridical person was given them, and their system, competency, and supervision were duly set forth. To introduce the commercial condition of the peninsula to the people at large a Commercial Museum was established in Keijo in 1912, and every province was required to establish a local products museum, and at every exhibition in Japan care was taken to portray the real condition of Chosen to the Japanese people. Trade Associations for staple products were also introduced, and regulations relating to markets promulgated.

The manufacturing industry was practically engaged in as a side-work, so the first step taken by the Government-General was to establish a central organ in Keijo for the study of the various matters concerning this industry. It not only gave aid to the various workshops existing but encouraged men in Japan proper to start undertakings here in Chosen, and at the same time gave a subsidy from the national treasury to the local revenues, and this, with the interest from the funds set apart from the Imperial Donation Fund for affording means of livelihood, enabled the local authorities to give technical or economic aid, and also gave a stimulus to the starting of new manufacturing industries.

#### **(1) Abolition of Regulations relating to Companies**

Though, as above mentioned, the regulations relating to companies were abolished on the 1st of April, 1920, as they were found no longer necessary, Exchanges, Insurance Companies, and Brokers, being of a different nature from that of other companies, were ruled to be still subject to those regulations until special regulations for them were enacted.

#### **(2) Manufacturing Experiments**

The Central Laboratory, the only organ for the guidance of the manufacturing industry in Chosen, was established in 1912, and has now six departments, viz., analysis, applied chemistry, dyeing and weaving, ceramics, brewing, and sanitation, each contributing its own share to the development of industry in this peninsula.

## (3) Uniform Weights and Measures

As there was no definite standard in weights and measures, resulting in great confusion and uncertainty, the Residency-General influenced the former Korean Government to effect a great reform in the weights and measures of Chosen in September, 1909, by making them the same as those of the Japanese Empire, and it was ordained that the district in which the new measures were enforced should gradually be widened. The Government-General, following up the idea, brought the whole peninsula into line by June, 1912, and to prevent the use of dishonest weights and measures instituted a periodic examination of the instruments in use.

## 43. Commercial and Industrial Conditions

Commerce in Chosen after the annexation made gradual progress, but on the close of the Great European War it started on a great advance, and though this was somewhat checked in 1920 by the post-bellum reaction, an extraordinary increase in exports and monetary transactions, as compared with the time of the annexation, can be seen in the following table.

	1910	1919	1920	1921	1922
Value of Exports . . . . .	<sup>1,000 Yen</sup> 19,913	219,665	191,958	207,280	205,752
Value of Imports . . . . .	39,782	280,786	238,956	205,210	215,338
Note Issue by Bank of Chosen .	20,163	163,600	114,034	136,360	100,544
Value of Bills Cleared . . . .	20,489	962,408	849,296	852,053	935,863
Loans by Banks . . . . .	22,990	252,763	214,521	287,317	296,730
Deposits with Banks . . . . .	18,355	125,272	139,357	171,891	168,171
No. of Commercial Companies.	<sup>No.</sup> 50	145	201	265	327
Nominal Capital . . . . .	<sup>1,000 Yen</sup> 18,209	94,534	197,164	201,194	231,229
Paid-up Capital . . . . .	10,750	59,373	102,199	103,254	114,366

Though the manufacturing industry is still in a rudimentary condition it has made great progress since 1916, being favourably influenced by the European situation, the total value of manufactured articles increasing from 17,000,000 *yen* in 1912 to over 260,000,000 *yen* in 1919. Industrial products, however, dropped in 1920

to 230,000,000 *yen* in value owing to the fall in prices resulting from depression in the economic world, but even this amount shows an increase by thirteen and a half times on that for 1912. This enormous development, along with continued advance in industrial knowledge by the people, gives industrial activity in Chosen a very bright future. Chosen holds out promise for great development in manufactures, as the produce available as industrial material is plentiful from land and sea, labour is abundant, and other factors favourable to the expansion of industry are not few, so that, given a sufficient amount of capital and the erection of modern factories, it can hardly fail to become an important manufacturing country.

The most important manufactures are (1) cotton, hemp, and silk tissues, the total value of their output increasing from 5,000,000 *yen* in 1911 to over 22,000,000 *yen* in 1921, though the demand for them is still largely met by import, this also advancing from 12,000,000 *yen* in 1910 to 57,000,000 *yen* in 1921. Cotton manufactures for long conducted on primitive lines were first started on a large and systematic scale by the Chosen Spinning Co. at Fusan. The cotton crop is rich, but the larger part of it is exported to Japan owing to the absence of skilled workers and capital; (2) paper, production of which increased from 382,000 *yen* in 1911 to 2,700,000 *yen* in 1921, but mostly in the native hand-made papers. Of late years the demand for foreign paper has grown considerably, the total value imported advancing from 800,000 *yen* in 1910 to 3,000,000 *yen* in 1921; (3) ceramics, for which the Onoda Cement Co. started a branch establishment in Heijo, and was followed by the Japan Pottery Co. at Fusau; (4) saké, the brewing of which is very profitable as the demand is increasing, while both material and labour for it are cheap. Though production of it increased in value from 740,000 *yen* in 1911 to 4,500,000 *yen* in 1921, import from Japan still amounted to 1,900,000 *yen* in the latter year; (5) iron-wares, formerly consisting only of crude articles for daily use and made as a side-business, are now being produced on a larger scale and by up-to-date methods, but the annual import still averages as high as thirty to forty million *yen*; (6) leather, this industry also has a bright future, several tanyards having been established in the country, chief among them being that of the Chosen Leather Co. at Yeitoho; (7) matches, while having good prospects in the future their manufacture is as yet only able to meet one-quarter of the home demand, the output in 1921 being 410,000 *yen* and import

1,200,000 *yen*; (8) sugar, the manufacture of this article was started in Heijo by the Chosen Sugar Co., which later amalgamated with the Japan Sugar Co., and the output of it amounted in value to 1,400,000 *yen* in 1921; (9) flour, vegetable oils, floor-matting, etc., also show a more or less promising future.

#### 44. Factories

Except for some few run by Japanese and foreigners, factories on modern lines were practically non-existent in Chosen prior to the Great European War, but the abnormal conditions induced by that war quickly brought about a change, and the 151 factories with an aggregate capital of 7,980,000 *yen* and employing 8,200 hands existing in 1910 increased to 644 in 1921 with a total capital of 179,000,000 *yen* and 49,300 hands. The following table gives the most important manufacturing companies existing at the end of 1922 with a capital of a million *yen* or more.

Name of Factory	Year of Establishment	Capital	Composition
Heijo Electric Co. . . . .	1 9 0 8	1,000 Yen 1,000	Japanese
Chosen Leather Co. . . . .	1 9 1 1	1,000	"
Shin-Gishu Lumber Co. . . . .	1 9 1 5	1,000	"
Chosen Spinning Co. . . . .	1 9 1 7	5,000	"
Keijo Spinning Co. . . . .	1 9 1 8	1,000	Korean
Onoda Cement Co. . . . .	"	7,500	Japanese
Oji Paper Co. . . . .	"	51,000	"
Chosen Reeling Co. . . . .	1 9 1 9	1,000	Korean
Chosen Raw Silk Co. . . . .	"	1,000	Japanese
Chosen Electric Industrial Co. . . . .	"	10,000	"
Asahi Brewing Co. . . . .	"	1,000	"
Chosen Ginning Co. . . . .	"	1,000	Japanese & Korean
Chosen Fertilizer Co. . . . .	"	3,000	"
Mansen Dye-stuff Co. . . . .	"	1,000	Japanese
Chosen Lumber Co. . . . .	"	1,000	"
Mansen Sawing Co. . . . .	"	1,000	"
Japan Sugar Co. . . . .	"	25,000	"

(Continued)

Name of Factory	Year of Establishment	Capital	Composition
Nikka Lumber Co. . . . .	1 9 2 0	<sup>1,000 Yen</sup> 1,000	"
Tumen Forestry Co. . . . .	"	2,000	"
Asahi Rice-cleaning Co. . . . .	"	1,000	"
Taikyu Rice-cleaning Co. . . . .	"	1,000	"
Chosen Floor-matting Co. . . . .	"	1,000	"
Japan Pottery Co. . . . .	"	7,500	"
Kanaya Rice-cleaning Co. . . . .	1 9 2 1	1,200	"
Hokoku Milling Co. . . . .	"	1,000	"

#### 45. Industrial Bodies

In October, 1915, regulations relating to Chambers of Commerce were issued, whereby separate Chambers for Japanese and Koreans were no longer permitted, and only one chamber of commerce in one locality was allowed to exist. To each was given the quality of a juridical person, and all were subjected to careful supervision. They now number nine, all situated in the principal towns.

In the same month, regulations relating to staple products trade associations were issued, and ruled that official permission must be obtained before an association can be formed. It is then given the quality of a juridical person. The associations already established number 170 for live-stock, 2 for fruit, 1 for weaving, 1 for fur, and 1 for brewing, but these will doubtless rapidly increase in number and variety, seeing that many new undertakings are coming into existence.

From of old associations existed among men connected with farming, cattle-breeding, afforestation, monetary circulation, saving, etc., but most of them existed in name only and were often the source of evils, so the Government-General introduced regulations concerning them in order to stimulate small industrial workers, cultivate the spirit of independence and co-operation, mitigate the evils arising from the struggle for existence, bring about favourable relations between capital and labour, and promote the industrial and

economic development of their members.

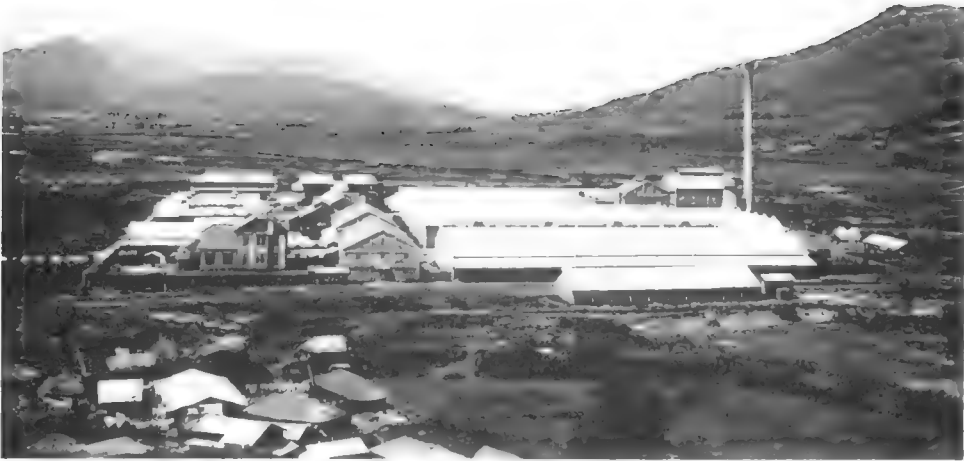
Since the annexation people of their own accord have established associations in the provinces for the purpose of promoting the improvement and development of important manufactures, and already there are 20 for the manufacture of paper, 22 for weaving, 2 for ceramics, 2 for bamboo-ware, and 2 for stone-ware, and the Government is encouraging and protecting them in every suitable way.

#### 46. Markets

Markets, for the most part ordinary country markets, are among the most important organs for commerce in Chosen, so, since they gave rise to many evils, regulations relating to markets were promulgated that proper control of them might be exercised. These have worked so well that market transactions have greatly increased. The goods dealt in are agricultural products, live-stock, textiles, aquatic products, etc. The following table shows the number of markets and the yearly value of their transactions.

	1921	1920	1910
Number of Markets . . . . .	1,239	1,214	980
Amount of Transactions . . . . .	111,239 <small>1,000 Yen</small>	103,515	50,442

Spot sale markets, carrying on transactions by giving the name of the article or by showing samples, were made subject to approval of the authorities by the Market Regulations as revised in April, 1920, so are established on sound foundations. Up to the end of this fiscal year approval had been given to two in Keijo, and one each in Kunsan, Mokpo, Taikyū, Fusan, Chinnampo, Shingishu, and Gensan, or 9 in all, of which one incorporated in Keijo does business in securities, and the others in grain only.



**Spinning & Weaving Mill, Fusan**



**Mitsubishi Iron Foundry, Kenjiho**





# CIVIL ENGINEERING

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## 47. History

Before the establishment of the Government-General, regulations relating to civil engineering were practically non-existent, and public properties, such as roads, rivers, etc., were in a most neglected state and subject to abuse by the people, so much so that the local authorities were powerless to check them. Though the introduction of the protectorate opened the way for reforms in these matters, the lack of resources prevented any solid foundation being laid, and it was only possible to take in hand that which was urgently necessary. But, on annexation being effected, the Government-General at once put forth efforts to improve this condition, and from 1911 onward promulgated regulations relating to roads, urban buildings, vehicles, rivers, reclamation works, etc., and not only laid a solid foundation for civil engineering administration but also engaged in the repair of roads, harbours, etc., on a large scale, and started the systematic investigation of the principal rivers in the country.

Road-making was all but an unknown science, and roads worthy of the name were consequently lacking, thus completely blocking all progress, so it was planned to construct a regular network of them under four classes, of which the first and second were to be constructed and maintained by the Central Government, the third by the Provincial Governments, and the fourth by prefectural municipalities, districts, and islands, except that in urban districts all classes, where necessary, were to be controlled by the prefectural municipality.

When repairs were made in olden times the *Puyok* or *corvée*, that is, compulsory service, was put into force, and this usage was continued even after the annexation, especially with regard to those persons unable to discharge their duties by a monetary payment. In addition, it was customary to induce the people to surrender land for roads free of cost. With the reform in the government organization all this was changed, and in October, 1919, it was decided that the construction of first and second class roads should be conducted at national expense, *corvée* abolished, and the land

necessary purchased at a fair price, resort to the old custom being allowed only in the case of third class roads, as these were closely connected with local interests.

The introduction of a fundamental system regarding rivers was also necessary, but investigation of them not being completed, regulations concerning them touch only on their utilization and preservation. The same is the case with harbours, open ports, naval ports, and certain others under the direct control of the Government-General or of the Provincial Governments.

Other public undertakings of various kinds often require the expropriation of land, so in 1911 a Land Expropriation Law was promulgated that the smooth development of such enterprises might be secured.

#### 48. Civil Engineering Council

The Engineering Council of the Government-General of Chosen is an important organ charged with formulating a fundamental policy for civil engineering with regard to systems, plans, equipments, etc., of rivers, roads, harbours, land-marks, railways, light railways, tramways, electric undertakings, municipal improvements, waterworks, and sewerage. At first the Administrative Superintendent was made chairman of it and its members were elected from among high Government officials. Since, however, the resolutions of this Council have much to do with public undertakings and the interests of the people, it was decided to make it conform to the spirit of the reforms, and this was done in April of 1921 by electing some of its members from among those of the people having full knowledge and experience of the matters dealt with by it.

#### 49. Road Improvement

It goes without saying that the maintenance of roads in good repair is most necessary, so during the four years of the protectorate régime over 3,900,000 *yen*, raised by industrial loans and from other sources, was spent in repairing roads aggregating more than 20 *ri*

in length, but the work done was far from thorough-going, and, taking the country as a whole, good roads were decidedly lacking, and traffic and transportation were conducted with difficulty on foot or horseback along narrow, deep-rutted, and meandering tracks, thus effectually preventing cultural progress and economic development.

In order to overcome this obstacle to progress the Government-General regulated that first-class roads were to be four *ken* or more in width, second-class roads three *ken*, and third-class roads two *ken*, and also engaged in the repair of roads in a systematic way.

According to the network of roads projected by the Government-General, those to be constructed at national expense are 17 of the first class measuring 794 *ri* in length, and 79 of the second class measuring 2,393 *ri*, while those to be constructed at local expense number 419 of the third class measuring 2,841 *ri*. As the expense of keeping them in repair is great, the work is done in sections, and those most in need are first taken in hand.

The first programme of the Government-General was completed in October, 1917, at a cost of 10,000,000 *yen*, and took in 84 first and second class roads measuring 685 *ri*. This work required seven years to accomplish, and during the latter years an iron bridge was constructed over the Kan River.

For its second programme the Government-General planned the construction of 26 first and second class roads measuring 478 *ri*, and 9 bridges, and entered in the Budget estimates amounting to 7,500,000 *yen* spread over the six years from 1917 to 1922.

The rise in price of material and labour made it difficult to carry on the work as projected, and at the end of the fiscal year 1921, work on some 220 *ri* still remained unfinished. To enable this to be completed, an additional 7,340,000 *yen* was added to the construction estimates and some change was made in the programme. Work on roads of comparatively small importance was temporarily postponed, and construction of new roads and bridges urgently necessary for industrial development and communication taken up, for which purpose sums of 4,670,000 *yen* for frontier roads and 8,160,000 *yen* for bridges were included in the estimates, making the total estimates for the second programme 27,670,000 *yen*.

Besides directly engaging in the work the Government-General annually subsidized the provinces to the amount of from 100,000

*yen* to 300,000 *yen* to assist them in building roads specially important for local traffic, and by the end of the fiscal year 1920 had expended an additional 2,150,000 *yen* in widening to the required standard 900 *ri* of first and second class roads and over 1,700 *ri* of third class roads. As local governments have since been provided with new sources of revenue, road subsidies are no longer granted to them.

According to the latest investigation the length of roads already constructed is over 2,074 *ri* of first and second class roads and over 1,762 *ri* of third class roads, or 66 and 61 per cent. of the lengths set down in the projected network, while roads traversed by public automobiles measure over 1,600 *ri*. Thus a complete transformation has been effected in traffic and communications throughout the peninsula.

## 50. Street Improvement

Towns in Chosen for the most part contain narrow, dirty, and crooked streets, causing great inconvenience to communications and sanitary and fire-brigade arrangements, and naturally hindering their development, so of late years much has been done for their improvement by straightening, grading, and widening existing streets, and by constructing new ones as circumstances required.

Keijo is the capital of Chosen and quite different in scale and plan from other towns, so it was decided to conduct street improvement in it at national expense, and 43 of its streets were selected for improvement, of which 13 were completed at a cost of 3,000,000 *yen* in the eight years from 1911 to 1918. The most important of these were made 12 to 15 *ken* in width and provided with pavements, and where the traffic is heaviest the macadamized surface is tarred, while the other roads were made not less than 8 *ken* in width, thus bringing about an extraordinary change in both the appearance and traffic efficiency of the city.

The second programme takes in 9 streets, the Budget estimate for which is 3,400,000 *yen* spread over six years from the fiscal year 1919, and this is still in the course of execution.

Chosen being still in the first stages of modernization in many ways, it was highly necessary to lay down a permanent plan for street improvement in towns of importance and promise, so the

Government-General incorporated in the Budget from the fiscal year 1921 onward an item for investigation regarding town-planning, and started work on it in four large cities—Keijo, Fusan, Taikyū, and Heijo.

There are now nine towns marked out for street improvement, including principal seaports and provincial centres. The expenditure on these is defrayed out of the local revenue with some assistance from the national treasury, and work in each is actively going on as a four to seven year enterprise.

A proper sewerage is a very necessary aid to sanitation, so it was decided to carry on its establishment side by side with street improvement. On this work the city of Heijo was pledged to spend 580,000 *yen* in 11 years from the fiscal year 1913 to 1923, Keijo, 1,600,000 *yen* between the fiscal years 1918 and 1924, and Taikyū, 150,000 *yen* in the 5 years from the fiscal year 1918. Part of the money thus allocated is provided by the national treasury and part by public bodies.

## 51. Harbour Improvement

During the protectorate régime a sum of over 4,000,000 *yen* was allotted in the Budget for building Customs piers in eleven harbours, viz., Fusan, Jinsen, Chinnampo, Heijo, Gensan, Shingishu, Kunsan, Mokpo, Seishin, Joshin, and Masan, and while work was still going on in such important harbours as Jinsen, Fusan, and Chinnampo, the treaty of annexation was signed, in consequence of which the Government-General took over all these works and enlarged their scope so as to establish more efficient connexion between ship and train, and all are now completed save for some of minor import.

### (a) Fusan

The scheme for Fusan was to construct two iron piers, adjust the landing-place, and dredge the harbour. Pier No. 1 was made to accommodate at one time two steamers of 3,000 to 4,000 tons on one side of it, while on the other it was connected with an extension of the railway station, thus giving direct connexion between steamer and train. Pier No. 2 running parallel with Pier No. 1 to the north was made much larger, enabling it to accommodate four steamers of

7,000 to 20,000 tons at the same time, two on either side, and provided with three railway tracks on which light engines for haulage are employed. In addition, longshore sheds were built, and the harbour was deepened at its mouth and near the pier. This work was all completed in the fiscal year 1918 at the cost of 3,940,000 *yen*.

These arrangements were all based on a maximum capacity of 700,000 tons a year, but trade through this port of late has increased very rapidly, reaching over 1,590,000 tons in 1918, and showing every sign of still further increase, so the Government-General planned a second programme comprising (1) enlargement of the jetties connected with Piers No. 1 and 2; (2) construction of a breakwater at the entrance to the harbour; and (3) dredging of the harbour to provide more spacious anchorage. This programme was scheduled to be accomplished in six years from the fiscal year 1919 at an estimate of 9,172,000 *yen*.

#### (b) Jinsen

Jinsen is the port for Keijo, and occupies a position in the foreign trade of the country second only to Fusan. On account of the difference between ebb and flow, averaging as much as 33 feet, great inconvenience was experienced in mooring and unloading, so the Government-General enlarged the scope of the harbour works there and decided to provide it with a lock-gate dock. In form the lock-gate is exactly similar to the Panama Canal gate. One side of it, forming a long quay wall, can accommodate three steamers of 4,500 tons, while the other side is used for unloading. To shelter the harbour and make easy the entrance and exit of ships, and to give convenience to ships mooring outside the dock, it was planned to construct a jetty between the town of Jinsen and Getsubito (an island), and a training wall 790 *ken* in length running south-west of Sha-to, while sheds and tracks were also to be provided. The work was started in 1911 at an estimate of over 7,000,000 *yen* as a ten-year enterprise. The lock-gate dock, the principal part of the programme, was finished in October, 1918, and has since been in great use.

In anticipation of further development of the port, there is now in progress investigation concerning works requiring to be done for the enlargement of the harbour, improvement of the fairway, and increasing the depth of water.

## (c) Chinnampo

The works here were begun as a four-year undertaking in the fiscal year 1911, and finished as planned in 1914 at a cost of over 830,000 *yen*. The principal work was the building of a quay wall so equipped as to be able to accommodate two steamers of under 3,000 tons at the same time along its length of 140 *ken*, but the maximum difference of 24 feet between ebb and flow is the source of much inconvenience in unloading, so the Government-General is now making investigation of the works necessary for coping with this difficulty and for ensuring the future development of the port.

## (d) Gensan

The harbour works at Gensan were started as a seven-year undertaking from the fiscal year 1915, the estimate for them being put at 2,640,000 *yen*. The major part of the programme was the building of a new quay wall capable of accommodating two steamers of 3,000 tons at the same time. The depth of water at the anchorage was to be much increased by dredging, and a long break-water constructed at the mouth of the harbour. The minor parts of the work were the lengthening of the existing pier, the filling-in of the foreshore, and the building of a place for unloading. All is now finished with the exception of some part of the land equipments, and these, in order to secure the full efficiency of the port facilities, it was decided to enlarge at an estimated cost of 850,000 *yen* spread over three years.

## (e) Seishin

The more important harbours being thus improved, the next to claim attention was Seishin as destined to play an important part in the industrial development of North Chosen. Necessary investigations being all but completed, the work was started in this fiscal year as an eight year undertaking at an estimated cost of 2,500,000 *yen*.

## 52. River Improvement

The large rivers in Chosen, such as the Oryoku, the Daido, the Kan, and the Rakuto, are of great service to traffic and communications. At the same time they are apt to be a source of danger

to the lands on either bank every time they are in flood, since nothing has ever been done to keep them within their proper limits, and the forests bordering them have been cut down regardless of resultant evils, and also a cause of great economic loss to the State.

On the establishment of the Government-General, therefore, the programme already in the course of execution was enlarged and made to take in the investigation of highlands and the encouragement of afforestation, and thus secure the longer retention of the water falling in the form of rain or snow, but as it was evident it would take years to obtain the desired result and large sums of money would have to be expended, the immediate steps taken were the promulgation of regulations for the control, preservation, and utilization of rivers so as to prevent change in their present condition, and the starting of a close investigation of the four large rivers above mentioned and 10 others, and this latter work is expected to be finished in the fiscal year 1926.

In the fiscal year 1920 the amount allotted for investigation expenses was raised from 40,000 to 160,000 *yen*, and it was decided that actual work should be started on a fundamental improvement scheme in those parts in which investigation was completed.

### 53. Waterworks

Owing to the geological formation of the country the drinking water is in general very hard, while the wells, being usually shallow, easily become polluted, especially in towns where the population is dense. In addition, the supply of water often runs short and thus threatens the wellbeing of the people. To overcome this difficulty the Government-General has continuously encouraged the establishment of waterworks, so that sanitary conditions might be improved.

The only cities possessed of waterworks before the annexation were Keijo, Fusan, and Heijo, but now no town of importance is lacking such provision, the total number being 24. Not a few of the smaller towns are at present busy making good their deficiency in this respect.

So far as management was concerned there were two methods followed, viz., direct maintenance by the Government-General and



maintenance by local public bodies. At the end of this fiscal year, however, the Government transferred its several waterworks to their respective municipalities, so all are now under the management of local public bodies. In case of new construction, or should financial aid be specially needed, a subsidy not exceeding half the cost of construction is granted by the Government-General.

## 54. Buildings

### (a) Government-General Offices

The present offices of the Government-General find place in the old building of the Residency-General and the various additions since made, but they are not suitable as government offices either with regard to site or to equipment, so after careful investigation a site for new offices was chosen in 1912. The site selected was the front part of the grounds of Keifuku or North Palace, and here it was planned to erect an iron-framed concrete building of five stories, including attic and basement, covering 2,115 *tsubo*, and the work was started in July, 1916, as an eight-year undertaking at an estimated expenditure of 3,000,000 *yen*, but the rise in price of material and labour has already added considerably to the original cost.

### (b) Various New Buildings

Most of the public offices in Chosen were housed in old Korean buildings, which were found very inconvenient for the dispatch of business, so the Government-General has been spending annually 2,000,000 to 3,000,000 *yen* in building provincial offices, police stations, law courts, prisons, etc., and in the fiscal year 1920, on account of the introduction of a cultural policy, the building estimates were increased to 9,000,000 *yen*, including the 700,000 *yen* annually earmarked for the building of the new government offices.

For the erection of a grand shrine in Chosen to be dedicated to Amaterasu O-Mikami, the feminine Jupiter of Japan, and to the late Great Emperor Meiji, a site was chosen on Nansan or South Hill, Keijo, commanding a fine view of the country around. The work was begun with a site-purification ceremony on the 27th of May, 1920, at an estimated expenditure of 1,500,000 *yen*, and is

in a fair way of being completed as planned in the fiscal year 1925. According to the plan the site of the shrine itself and the three terraces of approach cover quite a large area. The ground surrounding it is divided into two parts—inner and outer garden.





Railway Bridge spanning the Yalu



Dock at Jinsen (Chemulpo)

# COMMUNICATIONS

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## 55. Railways

### (1) State-owned Railways

The first instance of a railway in Chosen was the Keijo-Jinsen Line opened for general traffic in 1899 by the Kei-Jin Railway Company. In 1901 the Kei-Fu Railway Company was established and began the construction of the line between Keijo and Fusan, and in 1903 the Kei-Gi Line. In 1904 the line between Keijo and Fusan was opened to traffic, and in 1905 the line between Keijo and Shingishu and the Masan Line were completed for the use of the army during the Russo-Japanese War. In 1906 the Japanese Imperial Government bought out the Kei-Fu Railway Company and took over the Keijo-Shingishu and the Masan Lines from the Department of War, and all were placed under the control of the Railway Superintendence Bureau of the Residency-General.

In 1909 they were again made part of the Japanese Government Railways, but, on the Government-General being established in 1910, control of them once more changed hands. During all this time improvement and construction work was steadily carried on, and the year 1910 saw the completion of the line between Heijo and Chinnampo; in 1911 the Yalu was spanned by an iron bridge, thus connecting the railways in Chosen with the South Manchuria Railway; in 1914 the line between Taiden and Mokpo and that between Keijo and Gensan were completed; in 1915 part of the line between Gensan and Kwainai was opened. The last named is still under construction, but traffic is being regularly conducted between Seishin and Kwainai and Yujo and Shuotsu in its northern part and between Gensan and Kanko in its southern part, and at the end of this fiscal year the total mileage of State-owned railways open to business in Chosen was 1,177 miles.

Single control of the railways in Chosen and Manchuria being considered advisable on account of their economic and communicative relations, the Government-General, in accordance with the Imperial Ordinance of the 31st of July, 1917, concluded a contract with the South Manchuria Railway Company and entrusted to it the management of all

the State-owned railways in Chosen from the 1st of August following.

According to the contract above mentioned, the entire management of the State-owned railways in Chosen, except the formation of plans for new construction and improvement and the provision of capital for the purpose of carrying them out, was entrusted to the South Manchuria Railway Company for twenty years, on condition that out of the net earnings the equivalent of 6 per cent. on the total amount of capital furnished by the Government-General since the fiscal year 1911 should be paid to the Government-General each year, and in the event of the profit gained falling short of that amount in any one year the deficit to be made good out of the profits of succeeding years, while should the profit exceed the amount required, half such excess was also to go to the Government-General. This arrangement, however, leading to some amount of inconvenience in settling accounts, another contract was concluded between the Government-General and the South Manchuria Railway Company on the 23rd of July, 1918, relieving the Company from paying over the half of any excess profit obtained but requiring it to bear construction costs.

The term of the above contract expiring, a new contract for three years, beginning with the year 1921, was concluded in August, 1920, on the basis of the old one with the provision that the Company should pay to the Government-General the equivalent of 6 per cent. on the total amount of the capital advanced by it up to the end of the fiscal year 1920, and 4 per cent. on the capital furnished by it each subsequent year.

The railways in Chosen, by bridging the Yalu and making connexion thereby with the Manchuria Railway and with European railways by the Chinese Eastern Railway, became part of the international railway system, and this resulted in direct communication being established between Fusan and Mukden. To further this, the ferry-steamers between Shimonoseki and Fusan were made to run more frequently, and direct communication between Japan and Manchuria and between Japan and China was established. Though the railway business suffered for a time through the Great European War, it was not long before it regained its former activity, and even surpassed it, owing to the deficiency in bottoms, and congestion of goods at every station became the rule owing to the development in productive industry, necessitating increase in the number of locomotives and trucks, and a closer co-operation between the Government

Railways and forwarding agents. The following table gives some idea of the railway development.

Fiscal Year	Length	Passengers	Freight	Receipts
	<i>Miles</i>		<i>Tons</i>	<i>Yen</i>
1922 . . . . .	1,777	15,252,426	3,791,571	26,952,021
1921 . . . . .	1,165	13,821,144	3,331,391	24,815,997
1920 . . . . .	1,157	12,421,441	3,186,073	23,816,807
1910 . . . . .	674	2,024,490	888,723	4,095,752

Though railway rates and charges had not been revised since 1912, the increase in expenditure owing to the rise in price of commodities at length required this to be done, but great care was taken to make them no higher than absolutely necessary.

The hotel business as an adjunct to the railway business was first started at Fusan in 1912 for the convenience of foreign tourists by making use of the upper stories of the Station there, and later on in Shingishu. In 1914 the Chosen Hotel was established on a large scale in Keijo, and branches of it at Kongosan for the convenience of sight-seers there, one at Onseiri and one at Choanji.

Warehouses were established in 1913 at Keizan and ten other places, and as time went on were erected in other important centres. Storage yards were also prepared to cope with the prevailing congestion, and 67 points along the railways are now provided with warehouses or sheds, the number of warehouses being 59.

As regards new construction and improvement of existing lines, the Kei-Fu Line has been continually improved since the fiscal year 1914, while the new lines Taikyu-Kinsen and Taiden-Fuko were completed in the fiscal year 1916, and the Kinsen-Taiden in the fiscal year 1919, while the new line between Soryo and Fusanchin and that near Keijo are now in the course of construction. The Kankyo Line in the north-east between Gensan and Kwainei totals over 376 miles in length and has a branch line running between Yujo and Seishin. Of this the parts between Gensan and Eiko, and Seishin and Kwainei, were completed in 1916 and 1917 respectively, between Eiko and Kanko, and Yujo and Ranan, in 1919, between Ranan and Kyojo, in 1920, and between Kyoko and Shuotsu in 1921. In the west the Heijo Colliery Railway bought the line between Birin and Shosorai from the Onoda Cement Company and opened it to business in 1918, and the Konan Line started work on a track between Taiden

and Mokpo and between Riri and Kunsan in 1910, and opened both to business in 1914.

Of the lines now under construction or projected the Kankyo Line will be completed in the fiscal year 1927, the Chinkai Line in the fiscal year 1925, and a double track between Keijo and Fusan and between Keijo and Shingishu will be laid, and new lines between Keijo and Koryo, and Gensan, Koryo and Fusan, started as soon as financial conditions will allow.

It is also planned to start construction of a line between Heijo and Gensan, 133 miles in length, at the estimated cost of 51,600,000 *yen* in 9 consecutive years ending in the year 1930. This line, when completed, will prove of great importance as a link in the chain of traffic connecting South Manchuria, Shantung, and Japan.

A project to make investigation regarding existing and contemplated railways, to be completed in six years ending in 1927, was formulated this year with a view to fixing a railway net-work comprising 65 lines with a total length of 5,000 miles.

## (2) Private Railways and Tramways

For the encouragement of private railways and tramways, the Government-General promulgated the Chosen Light Railways Regulations in 1912, making provisions for their supervision and protection, and since then has annually sent officials to investigate projected private railway lines. In the fiscal year 1914 it also made provision for granting subsidies to important lines to meet any deficiency in profit below a certain percentage on the paid-up capital of the company favoured.

Up to 1917 the rate was 6 per cent., and this was raised to 7 per cent. in 1918 and to 8 per cent. in September, 1919. On the reforms in the government organization being effected, new regulations relating to the subsidies to be granted to light railways were drawn up and were promulgated at the end of the fiscal year 1920.

As the Light Railway Regulations also required revision owing to the progress of the times, the Chosen Private Railway Regulations were published in June, 1920, limiting the motive power to steam and electricity, and determining the gauge at 4 feet 8.5 inches as a rule. They also provide for making increase in capital, the issue of debentures, amalgamation of companies, and various other matters.

Railway facilities in Chosen, thanks to the efforts put forth by the Japanese Administration, have attained marked development,



particularly those undertaken and managed by private persons. For instance, the total length of private railways open to traffic at the end of this fiscal year was 310 miles, operated by nine companies, while those under construction or projected totalled some 1,400 miles by 14 companies.

## **56. Marine Affairs**

### **(a) General System**

Before the annexation there was no marine administration worthy of the name, so, when the Government-General was established, affairs relating to beacons were entrusted to a beacon control office under the supervision of the Communications Bureau, and those relating to ships and seamen to the Financial Department and Custom Houses, but in 1912 all these matters were brought under the control of the Communications Bureau, and from 1914 to 1915 not only were the regulations relating to marine affairs unified and adjusted, but those relating to the organization of a Marine Court were promulgated. In 1917 the Chosen Ship-building Regulations were revised, and the regulations relating to the execution of the War-time Ship Control Law of Japan proper were promulgated and put into force, and, as circumstances required, regulations relating to marine affairs were revised or new ones were promulgated, so that the proper development of marine administration might be obtained.

### **(b) Marine Transportation**

Though in the days of the former Korean Government some few shipping companies received a subsidy, they were but very small concerns, so after the annexation the Government-General, deeming it necessary to encourage them to establish a big company by amalgamation, offered them a subsidy, and the Chosen Mail Steamship Company was brought into being with a capital of 3,000,000 yen in 1912. This Company was ordered to establish a regular service on 12 lines along the coast within three years from 1912, and, at the same time, the Chinnampo Steamship Company was ordered to navigate the Daido, and a private individual at Kokei to navigate the Kin. In 1913 the Chosen Mail Steamship Company

was ordered to start serving the archipelago on the southern coast, making change in some of its coast services, and in 1914 a private company was ordered to ply on the Oryoku. In 1915 the service on the Kin was stopped, other lines were adjusted, and a new service started between Gensan and Vladivostok in consideration of the development in the trade with Russia. In the year 1918, in view of trade between West Chosen and Hanshin District (inclusive of Osaka and Kobe) growing in volume, a Shingishu-Hanshin Line was opened under agreement with the Government-General.

**(c) Influence of the War**

During the Great European War the scarcity of bottoms caused great inconvenience to transportation between Chosen and Japan or China, though the coasting services escaped this, and in 1917 the line between Gensan and Vladivostok was lengthened to take in Osaka each trip, and the Chosen Mail Steamship Company was required to start a service between Chinnampo and Dairen.

**(d) Service between North Chosen and West Japan**

North Chosen and West Japan face each other and show every prospect of trade between them becoming more and more prosperous, so in 1918 the Chosen Mail Steamship Company was ordered to open a regular service between Seishin and Tsuruga, and at the same time to conduct its service between Gensan and Vladivostok all the year round, hitherto suspended during the depth of winter, and make trial navigation up to the coast of Ussuri by extending its line between Gensan and Yuki.

As, however, the above line proved inadequate to meet the demand of the trade of Chosen with West Japan, growing fast in volume, the Fushiki-Vladivostok Line was extended in the year 1920 to take in the port of Seishin, and for further extension of intercourse with neighbouring countries by sea a new North China Line was opened in April of this year.

**(e) Ships**

In 1910 the ships (steamships and sailing boats) entered in the shipping register numbered only 88 with a tonnage of 9,300, but the placing of marine administrative affairs under the Communications Bureau in 1912, and the unification of the regulations relating to marine affairs in 1914, led to great progress being made in

marine transportation, and the number of ships registered increased greatly, while the Great European War induced an extraordinary activity in the ship-building industry of Chosen. In the following table is given the number of ships registered of late years.

	Steamers		Sailing Boats		Total	
	Number	Tonnage	Number	Tonnage	Ships	Tonnage
1919 . . . . .	87	35,682	483	16,432	570	52,114
1920 . . . . .	95	43,322	523	17,508	618	60,830
1921 . . . . .	98	30,170	526	17,272	624	53,442
1922 . . . . .	105	36,044	535	17,668	640	53,712

#### (f) Seamen

The system of the protection and examination of seamen was introduced after establishment of the Government-General, and at the end of this fiscal year, the number registered was 1,215 officers and 5,228 seamen.

#### (g) Signals

In consequence of negotiation by the Imperial Japanese Government in pursuance of the agreement concluded in 1883, the former Korean Government built a lighthouse on Sho-Getsubito and at three other places in 1903, and after the introduction of the protectorate régime the number was increased to 53 by the end of the fiscal year 1905, but as this only meant one signal for every 160 nautical miles, and navigation within the archipelago along the south-western coast of the peninsula was particularly dangerous, especially in the foggy season in summer, it was decided to increase them by 135 within the five years following the fiscal year 1905. After the annexation much more was done, and the total number of navigation aids now stands at 217, comprising 96 night signals, 102 day signals, and 19 fog signals, the proportion being 1 night signal to every 89 nautical miles and generally speaking 1 signal to every 39 nautical miles.

#### (h) Salvage

For salvage purposes lighthouses were built at Komonto in South Zenra, at Shoseito in Kokai, at Getsubito off Jinsen, and at Mokpo, and a wireless apparatus was installed on the *Kosai-maru*,

the signal inspecting ship, during the years 1910 and 1911, and later on exchange of information between ships and land was started at Komonto and Shoseito by utilizing the wireless telegraph.

## **57. Communications**

### **(a) Old Japanese Arrangement**

The Imperial Japanese Government first established a post office at Fusan in 1876 when the port was opened to foreign trade, and, as Japanese settlers became more numerous, established post offices and branches in Gensan, Jinsen, and other open ports, and though they only dealt with ordinary mail matter in the beginning, transactions in money orders and postal savings were started in 1880, and the parcel post in 1900.

### **(b) Postal Union**

Though the former Korean Government introduced in 1896 a modern postal system, modelling it on that of the Japanese, and joined the Universal Postal Union in 1900, the arrangement and management of the organs were not satisfactory, so in July, 1905, the system was made common to Japan and Chosen and brought under the control of the Japanese Government in conformity with the agreement concluded in April, 1905, and constant effort has since been put forth for its improvement and enlargement as far as financial conditions have allowed.

### **(c) Communication Organs**

Before 1905 the former Korean Government had as organs for communication 427 offices of 4 classes, viz., post offices, telegraph offices, receiving offices, and special post offices, but had no arrangement for post parcels, money orders, or postal savings, and even the Japanese Government had only 89 post and telegraph offices in Chosen, so the Imperial Japanese Government, after the postal union of the two countries, annually established new offices from the year 1907 onward until now they number 126 post offices, 448 minor post offices, 104 telegraph offices, and 4 telegraph and telephone offices, making a total of 722, or 1 office to every 20 square *ri*, a noticeable development from conditions in 1905 with one office to every 31 square *ri*.

**(d) Postal Business**

In the days of the former Korean Government only collection and delivery, registration, and acknowledgement of delivery of ordinary postal matters were carried on, but after the postal union with Japan such special matters as the declaration of value, cash-on-delivery, collection of cash, etc., were introduced, and in 1909 various regulations relating to postal matters were promulgated, thus bringing about the same postal conditions as in Japan proper, except for the exclusion of ordinary post parcels from the service, and at present there is no place, except a few remote islands, where there is not a delivery at least once a day. Moreover, not only have methods of, and districts for, collection and delivery been improved and a standard time-table for urban collection and delivery under important offices fixed, but post boxes have been annually set up in new places, and papers and pamphlets made use of to disseminate a knowledge of communication affairs among the Koreans, so the fiscal year 1922 found an increase by over 2,100 per cent. in collection and over 2,600 per cent. in delivery in comparison with 1905.

Thanks to the strenuous efforts put forth by the authorities to improve and develop postal facilities in general in Chosen, particularly with regard to the quickest possible delivery with every security of mail matter, the actual situation is that there is practically no place in Chosen that does not enjoy daily postal communication. Besides, the authorities have done their best to impress upon the people the utility and importance of the modern communications system by issuing propaganda booklets and leaflets in Korean. All this has combined to bring about a marked development in the entire system of postal communication, the number of ordinary mails sent out in this fiscal year being about eighteen times that for 1909, and of those received about 23 times.

**(e) Telegraphs**

The beginning of the telegraph service in Chosen was in February, 1884, when the Imperial Japanese Government established a branch office in Fusan and began the service between Japan and Chosen. Later, telegraph offices were established at Keijo and Jinsen, and the management of the submarine cable between Japan and Fusan, belonging to the Great Northern Telegraph Company, with some few exceptional cases, was entirely carried on under the

regulations of the Universal Telegraph, but in 1910 the Communications Department bought the cable from the Company and treated telegrams between Japan and Chosen as domestic matter, resulting in a great lowering of rates to the vast advantage of the general public. In 1906 the system of deferred payment of telegraph charges was introduced, and in 1909 the handling of foreign press telegrams paid for on delivery was started in Keijo, Fusan, and five other open ports. Each year increase was made in the number of telegraph offices, and from only 44 at the time of the postal union of Japan and Chosen in 1905 they rose to 660 at the end of the fiscal year 1922.

Before the postal union of Japan and Chosen, the system of transmitting was anything but uniform, but after investigation of the difference in physical feature, the condition of communications, the quality of the coil, and the frequency of communication, not only was direct communication introduced and the writer replaced by a sounder or by a telephone operator and sounder alternately, but the connecting coil was set up or increased in power between important points within Chosen and between Chosen and Japan, China, or Siberia, so that communications might be facilitated.

Though a wireless apparatus was installed on the *Kosai-maru*, the Government signal-inspecting ship, and in the lighthouses at Getsubito, Mokpo, and Shoseito in 1910, and in the lighthouse at Komonto in 1911, the service has not yet been opened to the general public, though all the telegraph offices in Chosen handle foreign and domestic wireless telegrams sent to or received from the telegraph offices on board ships through the offices on the sea-coast belonging to the Communications Department.

#### (f) Telephones

The former Korean Government opened a telephone service between Keijo and Jinsen in 1902, and Keijo Main Telegraph Office and the offices at Jinsen, Suigen, and Eitoho were engaged in the exchange service at the time of the postal union of Japan and Chosen, the number of subscribers totalling 65. In 1902 the Imperial Japanese Government opened an exchange service in the post offices at Keijo and Jinsen, and telephone offices at Ryuzan and Eitoho. A telephone exchange service at Fusan and a special telephone exchange service at Eitoho were started in 1903, and the number of subscribers increased from 310 at the end of that year to 1,037 at the time of

the postal union in July, 1905. At that time only sixteen telephone lines had been established, but expansion from then on was continually being made, and a long line of about 70 *ri* between Keijo and Heijo was opened in June, 1907, and one 112 *ri* long between Keijo and Fusan in 1911. Telephone communication was also established between Keijo and Mokpo, and Keijo and Gensan in 1921, and the 16 ordinary lines in operation at the time of the postal union increased to 795 ordinary lines and 32 long lines at the end of the fiscal year 1910, and to 6,762 ordinary lines and 135 long lines at the end of this fiscal year. In the following table certain details are given of the telephone service.

	Number of Telephone Offices for Exchange and Messages	Number of Telephone Offices for Messages	Number of Telephone Subscribers	Number of Calls during the Year
1905 . . . . .	5	1	1,065	8,489,530
1910 . . . . .	32	185	6,448	21,260,918
1919 . . . . .	46	484	11,788	58,691,425
1920 . . . . .	49	480	13,142	59,974,020
1921 . . . . .	56	484	14,993	60,649,805
1922 . . . . .	62	489	17,647	72,326,480

## 58. Post Office Orders and Savings

### (a) Introductory

Business in money orders and savings was first undertaken in Chosen by the Japanese Government post office at Fusan in 1880, and at the postal union of Japan and Chosen the post offices handling money orders and savings numbered only 30, all run by the Japanese Government, so the Japanese Government, on taking into its own hands the control of postal affairs, increased the offices in various parts of the peninsula dealing with money orders and savings to 72, and since October, 1906, has caused the post offices in places containing no inland revenue offices to receive and pay out money on behalf of the Government, a departure quite unknown in foreign countries. In 1907 all matters relating to money orders and savings in Chosen were transferred from the control of the Communications Department to that of the Communications Superintend-

ence Bureau of the Residency-General, and in 1910 the system of "furikae chokin" (see sub-Section e) was introduced in Keijo to facilitate the settling of commercial transactions. Since then all post offices have gradually been made to take up business relating to the receipt of local revenues and national taxes, the flotation, sale, and repayment of public loans, etc., so that now there are 577 offices handling such matters. The post offices too were pressed into the service of the former Korean Government in the adjustment of the monetary system, and from 1906 to 1909 did much to facilitate the withdrawal of nickels and old cash. At the present time the money order and "furikae chokin" business is serving as the chief organ for settling money transactions in Chosen, and the postal savings business is doing much to encourage the idea of saving among the Koreans, as may be seen from the fact that the number of offices handling money orders and savings for this year shows an increase by 600 per cent., and the amount of money turned over by 2,800 per cent., as compared with 1905.

#### (b) Domestic Post Office Orders

On account of the lack of any organ for monetary circulation in Chosen, except the branch office of the Dai Ichi Ginko at Fusan, the Japanese Government in 1880 caused the Japanese post office at Fusan to start business in ordinary money orders, and later on caused those at other open ports to do the same. In 1900 the system of telegraphic transfer was introduced, and in 1903 it was made possible to remit money in large amounts so as to facilitate monetary circulation amongst the people. In consequence, not only have the Koreans in general come to realize the great convenience afforded by the money order system, but the development of the mining industry and the increase in exports and in the production of articles unprocureable from other countries during the War have brought about so active a monetary circulation that the total amount of money received and paid out during this fiscal year reached over 180,000,000 *yen*, or 20 times that for the fiscal year 1905 and 4 times that for 1910.

#### (c) Foreign Money Orders

In May, 1880, the Japanese Government caused the offices dealing in post office orders in Chosen to take up the foreign money order business also, though at first only with Hongkong. In Aug-



ust, 1881, exchange was opened with England, and in March, 1885, an agreement for exchange was concluded with France, and membership in the Universal Postal Union acquired. This led to the gradual opening of exchange with other countries, and in 1908 the post offices at Keijo and seven other centres were specified as money order exchange offices under the Universal Postal Union agreement and the Hongkong Special Postal agreement, but from the first the settlement of accounts with foreign communications departments has been managed by the Post Office and Savings Superintendence Office. The amount of money dealt with in this way shows a tendency to constant increase, and in this year reached something over 330,000 *yen*.

#### (d) Postal Savings

The system of postal savings was first started by the post office at Fusan in August, 1880. Since then the number of post offices taking up this branch of business has greatly increased, and at the time of the postal union of Japan and Chosen in 1905 about 100 transacted such business. As there was no savings organ in Chosen and the frequent extortion and heavy taxation made the idea of saving uninviting to the average Korean, the number of Korean depositors at the end of March, 1908, was only some 4,200, their savings amounting to about 30,700 *yen*, but with improvement effected in the postal savings system and the encouragement given to thrift, the amount of money deposited gradually increased, as may be seen from the following table.

	Total Amount		Average Amount per Person	
	Japanese	Korean	Japanese	Korean
	<i>Yen</i>	<i>Yen</i>	<i>Yen</i>	<i>Yen</i>
1910 . . . . .	3,016,420	190,045	28.98	5.44
1919 . . . . .	12,427,900	2,498,094	43.26	2.23
1920 . . . . .	14,767,404	2,326,166	48.27	2.16
1921 . . . . .	16,069,768	2,656,570	48.42	2.44
1922 . . . . .	17,111,061	2,764,032	42.60	2.30

#### (e) "Furikae Chokin"

The system of "furikae chokin" (transfer of one's postal savings to another man's account in payment of money due) was first started by the post offices in Chosen in March, 1906, at the same

time that it was started in Japan, but it was not patronized to any great extent by the Koreans as they were not in a sufficiently advanced economic condition; also, only one such account was opened at the time and that was in Tokyo, but in January, 1910, such an account was opened in Keijo, and this induced gradual development, so that the amount of money transferred totalled over 320,000,000 *yen* for this fiscal year, showing an increase by over 48 times that for the fiscal year 1910.

**(f) Payment of Allowances, etc.**

The payment of an annuity, pension, allowance to a surviving family, and retiring allowance, which are all national treasury payments, was delegated to inland revenue offices, but as this gave rise to great inconvenience the post offices in Chosen were authorized to do this from the 1st of April, 1910, and they not only make such payments but take charge of the deeds relating to these payments. The total amount thus disbursed by the post offices in Chosen reached over 1,529,000 *yen* in this fiscal year, or about 11 times that for the fiscal year 1910.

**(g) National Treasury Business**

On the appointment of the financial adviser recommended by the Japanese Government in 1904, much was done in effecting improvement in the taxation system, and especially in making the distinction between the organ of promulgation of regulations and that of receipt and payment of national money, but long-established habit prevented instant perfection, and only 10 revenue offices were to be found throughout the entire peninsula. However, taking advantage of the postal union of Japan and Chosen and the recognition by the Koreans of the convenience afforded by communication organs, the Japanese Government in 1906 caused 35 Japanese post offices in places lacking a Korean revenue office to undertake the work, and the resultant benefit to all concerned was immediately apparent, causing the system to be adopted in Japan proper in later years. How well it worked may be seen from the following: In 1907 receipts on national account amounted to 4,730,000 *yen* and disbursements to 1,900,000 *yen*. These increased in the fiscal year 1910 to over 7,990,000 *yen* and 2,100,000 *yen* respectively, while the greater part, especially in revenue, of the estimated amount of revenue and expenditure of the former Korean Government passed through the

communication organs of the Japanese Government. Since the establishment of the Government-General in 1910 this system has undergone improvement and expansion, with the result that the revenue received in this fiscal year amounted to over 31,000,000 *yen* and the disbursements to over 34,000,000 *yen*, that is 4 and 16 times the several amounts for the fiscal year 1910.

### 59. Electric and Gas Undertakings

The first electric undertaking in Chosen was the building of a tramway by the Kanjo Electric Company established by an American in 1899, and in 1901 it started the supply of electricity for lighting purposes. Similar undertakings were started in Fusan in 1902 and in Jinsen in 1906, after which no further progress was made, and at the time of annexation electric undertakings in the country numbered but three, with an aggregate capital of 3,300,000 *yen* and a capacity of 1,380 kilowatts.

Japanese, however, entering more and more freely into Chosen, and the population in cities becoming more and more dense, commercial and industrial undertakings came into existence one after the other, social and economic conditions improved, and the growing tendency to use electric light and power in Japan proper exerted its influence in Chosen, and not only was the Kanjo Electric Company bought out by a Japanese company but many other electric undertakings were promoted in rapid succession.

Previous to annexation there were no regulations for the control of these undertakings, but, after the establishment of the Government-General in 1910, regulations were promulgated, by virtue of which it was necessary to obtain permission of the Government before starting any new electric undertaking, and recognition by the authorities of the proposed scale of charges.

Since the framing of these regulations electric undertakings have undergone a very healthy development, and the advance in the condition of the people, especially under the influence of the situation in the fiscal years 1918 and 1919, caused the demand for electric power to increase greatly, and at the end of this fiscal year there were 47 electric undertakings under way, of which 28 were actually at work, having a total capital of 65,000,000 *yen*, and a capacity

of 48,800 kilowatts. In addition to these there were 7 undertakings run by the Government for its own use, and 53 private ones.

In former times nearly all the electric undertakings in Chosen depended upon heat for their motive power, only two or three making use of water-power, so in 1911 the Government-General began to make investigation of the water-power that might be utilized for generating electricity, and completed it with respect to eleven of the larger rivers, such as the Rakuto, Kan, Daido, and part of the Yalu, in 1914, discovering thereby 80 sites capable of producing 76,000 h. p., of which 39 with a combined capacity of 33,900 h. p. were specially reported as of easy and profitable management, but as the feasibility of hydro-electric enterprises can only be determined after making long and close inquiry, the authorities are still paying studious attention to the matter in order to furnish reliable information to enterprising people.

There are two gas-producing undertakings in Chosen, one at Keijo and the other at Fusan, both being carried on as branch works by electric companies. The former started work in 1909 and the later in 1912 on an aggregate capital of 2,240,000 *yen*, and the gas produced by them reached 159,000,000 cubic feet in this year.

Control of gas undertakings was formerly exercised by the police authorities, but, as they are carried on by electric companies, they were put under the supervision of the Communications Bureau in May, 1919, in order that control of both businesses might be uniform.

## 60. Meteorological Observation

Meteorological observation in Chosen was first introduced by the Imperial Japanese Government in 1904, and later on was put under the control of the Residency-General. The Observatory is situated at Jinsen and has branches at Keijo, Fusan, and five other places. To supplement these, other branches were established later on at Koryo, Chukochin, and Yuki, but as the country was still regarded as insufficiently served because of the great diversity of its physical features, lighthouses, military hospitals, farms, etc., were also required to make observations, and in 1914 simple observations of rain were ordered to be conducted in certain designated prefectural

municipalities, districts, and police stations, and, to ensure accuracy and rapidity in observation, exchange of meteorological telegrams was started with the Imperial Central Observatory and others in Japan proper, and with Taiwan, Kwantung Province, Hongkong, Manila, Vladivostok, etc. Signal stations were also established at various places in the peninsula to send out weather forecasts and storm warnings, and for places without a signal station the police were required to publish the reports received by them for the use of the general public.

The Observatory and its branches engage in general meteorological observation in the places in which they are situated, and issue weather-forecasts for those places. The observatory at Jinsen issues storm warnings for the whole of the peninsula and publishes a monthly and annual report on the weather, and also engages in the observation of earthquakes and earth-tremors, measurement of time, and compilation of the calendar.

Additional work done during 1921 in connexion with meteorological matters was (1) publication and sale of meteorological charts, (2) increase in the organs for issuing storm warnings, and (3) instalment in Fusan Observatory of a seismometer and a wireless apparatus for announcing the correct time at certain stated hours.

# POLICE

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## 61. Police System

### (1) Abolition of Gendarme System

The police system in Chosen was more or less established on a modern basis on the conclusion of the Russo-Japanese War, when the old Korean Government engaged a Japanese adviser to institute reform in it. Being found still inadequate to safeguard life and property, it was decided to make the police work in co-operation with the gendarmerie stationed at various points to protect the telegraphs and railways, and in February, 1906, the gendarmerie force in Chosen was charged with administrative and judicial duties under the direction of the Residency-General, while still functioning as a military police, and in October of the next year ordinary police functions were for the most part entrusted to it.

In this way the old Korean police and the Japanese gendarmerie were made to work together in maintaining peace and order, but being different from each other in organization they not infrequently failed to show a united front in action, and as the country was greatly troubled by the depredations of insurgents and bandits, it quickly became evident that closer unity and greater promptitude in action were absolutely necessary for the proper maintenance of peace and order. Accordingly, in June, 1910, in response to the request by the Korean Government the Japanese Government took over all police affairs in Chosen, and combining the gendarmerie and police forces placed them under the direct control of the Residency-General, thus making them independent of local administrative organs. A Police Headquarters was established in Keijo with the chief of gendarmérie in Chosen as its head, and a police affairs office in each province with the local gendarme captain in charge of it. According to local requirements, gendarmes and police were separately distributed. Important cities served by the railway and peaceful towns and districts had established in them a police station with a police inspector or police sergeant at its head, while outlying districts were policed by gendarme detachments. By this division of duty it was hoped to ensure the maintenance of public peace and order with the

minimum of trouble. When annexation took place the Government-General continued the system, as it seemed at the time impossible to do otherwise.

Ten years later social conditions had changed so completely that the popular cry for a civilian government became ever more insistent, and it was seen that the time was ripe for reform in the mode of government, the abandoning of the gendarme system, and the establishment of an ordinary police force such as exists in Japan proper, and the first step was taken on the 19th of August, 1919, when a Police Bureau was organized in the Government-General and entrusted with the administration of police and sanitary affairs. At the same time power over local police forces was transferred to provincial governors as in Japan proper, and a Third Department was formed in each Provincial Office with the provincial chief secretary as its head, while each city and country district was provided with a police station, the chief of which was either a police inspector or a police sergeant, and in order to make good the deficiency in men the auxiliary gendarmes, a purely Korean force, were re-engaged as ordinary police.

## (2) Extension of Police Organ

In this way the police system in Chosen underwent a thorough change, and although it was found necessary to retain the services of gendarmes in certain localities owing to the impossibility of immediately engaging a sufficient number of men, they were dispensed with as rapidly as men could be trained to take their place, and four months after the establishment of the Police Bureau the entire administration of the police was in its hands.

The number of gendarmes and auxiliary gendarmes discharging police duties under the old system was 8,054, and the replacing of these by civilians raised the police force to 16,835, including 2,000 new men. These were distributed among 247 police stations, 121 police boxes, and 1,438 police offices.

As time went on, however, the duties discharged by them grew increasingly heavy, and since nearly half the villages in the country were still unprovided with police organs, the policy pursued was "one police office to every village" and increase in the number of police stations in large centres. The year 1920, therefore, saw the police force consisting of 20,083 officers and men distributed among 251 police stations, 143 police boxes, and 2,354 police offices, and

later on some addition to their strength, with redistribution of men where possible, thus bringing the policy pursued to a stage of almost complete realization. The present strength of the police force is 20,771, embracing 1,583 officers and 19,188 men, and the district served by each policeman averages 1.75 square miles in area with 881 in population. As for the frontier guard, 600 men were added to it early this fiscal year to replace the gendarmes hitherto stationed at important points, and these were soon followed by some 300 more, the better to provide against possible raids by bandits and vagrant Koreans.

Though care was always taken to increase the efficiency of policemen, when the reorganization of the entire system was effected still greater efforts were put forth to ensure a thorough understanding by the police of the real object of the new administration, and the police training school was enlarged and made an independent institute under the supervision of the highest authority. In this school newly-recruited men are trained, and even the men already in service are required to attend at stated times in order that a properly trained force may be secured.

## 62. Police Regulations

All this time the police regulations in force were very defective as there was no common standard for their application. For instance, the old Korean laws applied to Koreans on the one hand while the new government laws were made applicable to resident Japanese on the other, consequently it was found impossible to exercise a single control, and this was the source of great trouble. On the establishment of the Government-General, therefore, readjustment and revision of the laws and regulations were made to bring them more in agreement with the progress of the times, and so conduce to the better maintenance of public peace.

The following were some of the most important regulations revised or enacted. Those for the control of gunpowder, explosives, and other dangerous substances were made more effective, and new regulations were issued in October, 1912, bringing both Koreans and Japanese under the same control in this connexion. Then in December, 1912, new regulations for fireworks were promulgated, and in



August, 1915, for steam-engines and motors. Regarding business control, new regulations for second-hand stores, pawnshops, bath-houses, hotels, restaurants, scribes, geisha-girls, and licensed prostitutes were drawn up and promulgated between 1912 and 1916, remedying former defects, protecting rights more effectually, and securing a better maintenance of public morals and health. For the control of traffic, regulations for roads, jinrikisha, coaches, waggons, bicycles, and automobiles were put into force as required between the years 1913 and 1917, and others relating to buildings in towns, hunting, and the preservation of historic relies enacted. In the year 1921 the regulations for bicycles and automobiles were revised to secure better control of street traffic, and at the same time it was prescribed that all must observe the rule of "Keep to the left" to minimize the risk of the occurrence of street accidents.

### 63. Criminal Offences

In former times burglary and murder constituted the majority of crimes among the Koreans, other crimes less terrible being comparatively few in number. After the annexation, however, these particular crimes tended toward gradual decrease, owing to the greater efficiency of the police organs and to the steady adjustment of other systems. Cases of intellectual crimes, on the other hand, such as larceny, fraud, blackmail, forgery, perjury, etc., yearly increased, and the methods adopted by criminals grew more varied and more skilful.

The number of criminal offences reported since the year 1917 is given in the following table:—

Year	Burglary	Larceny, Fraud, Blackmail, Disseizin	Others	Total
1917 . . . . .	1,398	56,339	22,566	80,303
1918 . . . . .	1,126	58,508	24,949	84,583
1919 . . . . .	1,389	46,510	26,374	74,273
1920 . . . . .	3,127	46,200	31,232	80,559
1921 . . . . .	3,023	46,841	26,020	75,884
1922 . . . . .	1,972	52,470	29,082	83,524

Cases of burglary yearly became less numerous until 1919 when the reverse began to manifest itself, and in the following year the trend became far more strikingly in evidence. The chief cause for this increase lies in the fact that, after the disturbances of March, 1919, discontented Koreans resorted to this method, ostensibly for the purpose of raising funds for carrying on the independence agitation.

#### 64. Public Peace and Order

In the days when the authority of the police was less firmly established, there was trouble in many districts. Especially was this the case in the provinces of Kogen and North Keisho, as there were scattered here and there dens of insurgents calling themselves "Hoa-jok" or armed bandits. After 1893, the year in which the famous Tonghak rebellion broke out, the provinces gradually fell into great disorder, and groups of vagrants maintained themselves by plundering peaceful people. A further cause for this disorder lay in the frequency with which change in the central government was effected. In July, 1907, the new agreement between Japan and Korea was concluded, bringing in its train the disbandment of the Korean army. Deeming this a gross reflection upon their conduct, one of the regiments stationed in Keijo broke out into open mutiny, and its aftermath affected almost the entire length and breadth of the land. As a matter of fact, armed groups presented themselves everywhere, and, giving out that they were patriots, abandoned themselves to plunder and murder, sometimes even daring to attack local government offices. Local vagrants and armed robbers taking advantage of the prevailing disorder also behaved in a most lawless manner.

North Keisho, Kogen, Keiki, and Kokai, were the provinces that suffered most terribly from their depredations. Indeed, wherever they passed desolation followed. As the situation looked very serious the Resident-General, under a mandate from the Korean Emperor, at last set in motion all the garrison troops, gendarmerie, and Korean police with the object of suppressing these unruly elements. Even in the very act of doing this, insurgents were invited to return to their allegiance under the promise of being granted special pardon,

and road-construction was started as a means of affording a livelihood to those voluntarily forsaking their evil ways. By the end of 1909 nearly all the trouble-makers had been suppressed, but in the remote mountain regions of the provinces mentioned remnants of them still made their appearance, while bandits and ruffians still troubled at intervals sparsely inhabited districts. After annexation, however, the benefits of the new administration slowly and surely began to be felt throughout the entire land, and the populace in general experienced the blessing of peace, though not a few still secretly entertained political or social discontent. They were far too feeble, however, to work against the Government as before, and the only thing left them was to flee abroad and from there preach insurrection to their fellow-countrymen. Meanwhile, public feeling within the country was gradually tranquillized, and industrial and educational works were developed along new lines. During the European War some Koreans, believing in German superiority, recklessly gave out that the time had arrived for the regaining of national rights. Especially bold was their activity after the second Russian revolution in 1918, which facilitated the eastern march of German influence and caused foreign powers, including Japan, to dispatch forces to Siberia to check its progress, though at the time it had little effect on the popular mind at home. Worked on by this, discontented Koreans abroad then started a movement for the union of all their countrymen, and for making known to the world their will for national independence by concerted action within and without. No doubt they were led to embrace this idea by the enunciation of the doctrine of self-determination for small nations, the full meaning of which they were apparently unable to grasp. Be that as it may, about the latter part of January of 1919 they dispatched propagandists in secret to the interior of their home-land, and also to the city of Tokyo, to rouse to action the Korean malcontents found largely among students and Christians, in whom frequent exciting rumours had developed a tendency to go with the stream.

Besides these, members of the Tendokyo, perceiving this ferment in popular sentiment, became possessed with a similar ambition, and soon joined hands with persons of the same mind among the Buddhists and Christians, and the movement culminated in the uprising on March 1, 1919, an account of which will be given later.

Though the independence movement prevailed over the entire land for a time, it was completely stamped out in about two months.

Since then disaffected Koreans have been able to do nothing of any moment, as the strengthening of the police force and the timely awakening of the general public to the futility of the movement have done much to uncover intrigues before they could materialize, and also made collective demonstrations by the people practically impossible. As for the malcontents, they have taken to the robbing of peaceful people by intimidation under colour of raising independence funds, and the money they thus obtain is all spent on their own selfish ends, so it is no wonder they have finally incurred the deep ill-will of the people at large.

During the year under review North Heian in the west was not infrequently invaded by Korean brigands living beyond the Yalu. Plunder and murder was the game they played on the specious pretext that it was done in the name of independence, but in reality they were driven to it from sheer stress of hunger and cold, and not once could they beguile the people at large into countenancing their desperate doings by affording them shelter and support. Moreover, the tightened defence of the border districts not alone considerably checked their inroads but led to greater stability of the public peace in the otherwise dangerous zone.

## 65. Independence Agitation

In discussing the uprising of 1919 it must be repeated again that it was planned by some Koreans at home and abroad who felt discontent at the Government. They were blind not only to the general trend of the world, but to the cast of world thought, and following the doctrine of self-determination of nations, which they could not fully comprehend, eagerly looked for the occurrence of some great political change. Planning first an alliance between influential Christians and Tendokyo believers in the chief centres of the country, while distributing independence manifestoes and other seditious writings in all parts, they next came in touch with the student-class, which quickly became the backbone of the movement, and then worked upon the feelings of the lower and ignorant class. For a time it seemed as if the populace were really responding to their cry, but the hold they gained was only fleeting, for the majority joining the movement scarcely knew what it was all about.

Their only thought was that national independence was already in sight and they must therefore shout "Mansei" whenever they met together in any number.

Generally speaking, however, the Koreans of the upper and middle classes, including those in government employ and men of local influence, were far too prudent to take part in the disturbance, while many of them openly expressed their views against the independence movement, or formed themselves into what they called "self-commanding bodies," and disdained all inducements held out to them, while others visited various quarters and gave the people a timely warning, and even at the risk of their own lives tried to restrain them from rioting.

The independence agitation broke out on March 1, 1919, at Keijo, Heijo, Gishu, and Gensan, and, beginning with the declaration of independence, was followed by demonstrations, and the movement gradually spread to other parts of the country. On the whole the North was much quicker than the South in responding. At first, except in some few cases, they took rather a negative course, simply shouting "Mansei" when they came together in any place. In the course of time, however, their attitude took on a dangerous turn, and mobs began to attack and destroy official buildings in towns and villages, and many police officers and local officials were roughly handled and some even killed.

The latter part of March and early April saw the uprising in its greatest vigour, but after that it began to decline, and by the end of April it had practically died out. During this turbulent time, the provinces of Keiki, Kokai, North and South Heian, and South Keisho suffered most severely from the disturbance, and next came those of North Keisho, North and South Chusei, and South Kankyo. The provinces of Kogen and North Kankyo suffered but little, and those of North and South Zenra least of all. The gatherings in Keiki, Kokai, North Keisho, and South Heian showed themselves the most ruthless, and in this respect seemed to have much in common with the Tonghak rebels of former days. In all the disturbance lasted about 60 days from the start, and during that time the number of places affected totalled 618 and the aggregate number of rioters approximately half a million.

The number of victims and places damaged during the disturbance are given below:—

## Casualties

Officials		Civilians		Agitators		Total	
Killed	Wounded	Killed	Wounded	Killed	Wounded	Killed	Wounded
8	158	1	28	553	1,409	562	1,585

## Places Damaged

Village Offices	Gendarme Stations	Police Stations	Others	Total
47	13	28	71	159

Note: The term "others" stands for post offices, local courts, custom houses, schools, etc.

The following table shows the legal disposition of those arrested for taking part in the disturbance:—

	Procurators' Office		First Instance		Second Instance			Third Instance			Decided
	Received	Prosecuted	Received	Found Guilty	Received	Dismissed	Withdrawn	Received	Dismissed	Annulled	
Cases under Peace Preservation Laws.	13,096	6,527	6,393	6,193	3,406	1,124	1,135	2,156	2,048	66	5,601
Cases under "Seirei" .	1,180	355	244	204	58	30	22	25	24	—	161
Cases of Disturbance .	4,566	2,275	1,916	1,851	1,197	307	747	599	535	55	1,700
Others . . . . .	212	98	76	70	51	14	34	35	33	—	354
<b>Total . . . .</b>	<b>19,054</b>	<b>9,255</b>	<b>8,629</b>	<b>8,318</b>	<b>4,712</b>	<b>1,475</b>	<b>2,938</b>	<b>2,815</b>	<b>2,640</b>	<b>122</b>	<b>7,816</b>
	× 471	× 186	× 160	× 153	× 49	17	× 29	× 9	× 9	—	× 129

Note: X denotes number of women involved.

It is also interesting to point out that those received in the Procurators' Office professed belief as below:—

Buddhism	222	Methodism	518
Confucianism	340	Presbyterianism	2,254
Tendokyo	2,268	Congregationalism	7
Jitenko	14	Other Denominations	286
Roman Catholicism	54	Non-religionists	9,255

In working for the suppression of the uprising the authorities issued from time to time admonitions, and entrusted the task of pacifying the people to officials and men of influence in the various localities. In view of the fact that in the beginning the mobs were not armed, the authorities at first adopted a mild policy, but where

the unruly mobs came together in too large numbers for the police to manage, it was considered only fitting that soldiers should be specially posted.

As the disturbance swelled in volume the mobs assumed a more defiant attitude toward those in authority. For instance, they pressed hard on the officials, burnt public documents, destroyed buildings, killed officials, and plundered the common people, and the situation becoming very difficult to cope with, the authorities finally resorted to distributing troops in the specially dangerous districts, and with their help the sting was drawn from the disturbance and it was soon completely suppressed, greatly to the relief of the law-abiding part of the population.

While the uprising was still in full swing most of the more thoughtful Koreans, though fully convinced of the folly of the Independence Movement, were compelled by force of intimidation to appear tacitly in favour of it, but as it began to wane their fear of their own countrymen grew less, and the misgivings aroused in them by the assertions of the agitators died down, and more and more they began to make known their true sentiments. Many, too, of the lightly implicated repented of their misconduct and returned to their daily occupations, while some even apologized to the authorities for their behaviour and promised not to be guilty of such conduct in the future. Furthermore, on all the facts of the Korean situation being more clearly made known to the world on the conclusion of the treaty at Paris, the utter futility of the movement became apparent to even the most ardent upholders of it, with the result that outside assistance almost completely ceased. Though there are still some rebellious Koreans secretly trying to mislead the people by scattering wild rumours or seditious writings, their efforts are foredoomed to failure, for the people are in no mind to be led astray by them, and the advance made in new undertakings since the administrative reorganization was effected has still further inclined the popular mind throughout the country to a peaceful and law-abiding state of existence.

# SANITATION

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## 66. Sanitary Equipment

Formerly, sanitary conditions in Chosen were extremely bad, for there were very few native doctors possessed of modern knowledge and skill, whilst the sick were generally put into the hands of witches or exorcists, and refused to be medically treated. Public sanitary works were completely lacking, and even the drinking water was in many cases far from healthful. In consequence, various epidemics were constantly present, especially lung-distoma and dochmiasis. The only medical agencies worth mentioning were the few Japanese doctors and foreign medical missionaries practising in Keijo and a few other towns.

Early in the protectorate period, therefore, the first step toward putting an end to these insanitary conditions was taken by establishing in Keijo a large hospital called the Taikan Iin (Korean General Hospital) and a few charity hospitals in other centres. At the same time, part of the public industrial funds were appropriated for the construction of waterworks in the chief towns. On the present régime being instituted, further steps were taken to effect expansion in existing medical organs, and not only was the Government Hospital (the former Taikan Iin) in Keijo enlarged, but a charity hospital was erected in each province, and with the aid of the Imperial bounty granted at the time of annexation other charity hospitals were set up in remote districts, physicians were engaged on circuit work in parts difficult of access, and a segregating station for lepers was established on Shoroku Island off South Zenra Province, a place noted for its salubrious climate. All these humane undertakings, coupled with a good distribution throughout the country of police and other public doctors, have done much toward providing needy sick people with proper medical care. Nor did the good work of the new régime along this line stop here, for care was taken that even those Koreans living in out-of-the-way frontier regions and lacking medical facilities should be visited by itinerant physicians, or else charity hospitals were established where possible or doctors were specially appointed to the large centres.





Government-General Hospital, Keijo



Provincial Charity Hospital, Kunsan



Recognising the pressing need for the introduction of many sanitary improvements, the Government first took in hand the matter of drinking water, and began by purchasing and enlarging the waterworks in Keijo and constructing new ones at Jinsen, Heijo, and Chinnampo, while Fusan, Mokpo, Kunsan, Gensan, and a number of other towns were assisted in setting up their own systems by the grant of a half or more of the actual cost. Financial aid, too, was given for the digging of public wells throughout the country. At the same time the Treasury yearly defrayed a considerable sum of money to permit of timely action being taken for the prevention of epidemics and cattle-plague, with the result that even small-pox, formerly most virulent in Chosen, is now far less the scourge it was, thanks to the greater enforcement of vaccination among the people. In addition, the authorities were not lax in arranging for the disposal of impurities and other insanitary matters, and their reward is seen in the much improved condition of the public health.

Under the old Korean Government nothing was done to further the public health, but since the establishment of the present régime various sanitary regulations have been drawn up and made effective as popular conditions called for them. Among the important regulations thus enacted were those relating to physicians, dentists, private hospitals, foods and drinks, drugs, slaughter-houses, house cleaning, scavenging, burial-grounds, crematories, plague prevention, disinfection, and quarantine.

It cannot be said, however, that the above left nothing more to be desired for sanitary affairs. Indeed, the present sanitary condition of Chosen still presents much that calls for both inquiry and study. Even some of the works deemed quite adequate at the time of their inception were found too restricted to meet growing requirements. The Government, therefore, undertook the extension of hospitals and the training of doctors and nurses, and drafted a plan to build new hospitals in 13 important localities and to station more public doctors in remote parts. A Central Health Society was also organized in Keijo, and in order to exert a uniform control over investigation of plagues, the manufacture of serums and other chemicals, and sanitary examinations, all conducted independently of each other, a special organ was formed to deal with those matters. Sanitary experts have long been appointed to each province, and harbour medical officers and assistants have been increased in number to guard more effectively against invasion by plague.

### (1) Expansion of Medical Organs

As already alluded to, charity hospitals were founded in important towns and public doctors stationed in various places. At the end of 1919 the number of hospitals was 20 and public doctors 216. These proving inadequate to serve the public efficiently, extension and increase was carried out as provided for in the supplementary budget of the fiscal year 1920, and the close of this year saw 24 charity hospitals in full working order.

Although popular confidence in the Government Hospital and Provincial Charity Hospitals steadily grew stronger, there still remained much to be done to make them more worthy of that confidence, and a scheme was elaborated for building more hospitals and making increase in the medical force, at the same time bettering its treatment, between the fiscal years 1919 and 1923 at the cost of 2,500,000 *yen*. Further consideration making it plain that the scheme was still too narrow a one, it was decided in 1920 to enlarge it at an additional cost of 4,590,000 *yen*, and to extend the period of its completion to 1926. A plan was also drawn up to establish 13 more local charity hospitals.

As only a few sanitary experts were at first stationed in the country, the investigation and prevention of plague could not be conducted satisfactorily, so, in the fiscal year 1920, 13 experts and 26 assistants were additionally appointed in the provinces, and 30 more public doctors sent to the remoter places.

Quarantine at seaports was first confined to Fusan, Jinsen, and Gensan, but, as smaller ports are also frequently threatened with invasion by plague, quarantine officers are now stationed at Kunsan, Mokpo, Chinnampo, and Seishin, and the staff at the three larger ports has been strengthened.

### (2) Formation of Central Health Society

Along with the increase in factories, schools, and waterworks, undertakings connected with the public health have also increased, and the need for a sanitary advisory organ for the Government was not long in manifesting itself. Accordingly, on July 14, 1920, regulations were issued for a Central Health Society to be formed with the Administrative Superintendent as president, the members of it to be selected from officials and private individuals, and its first general meeting took place in October of 1921. At the same time a special

committee was organized in much the same manner as the Society to deal with plague investigation and prevention.

### (3) Hygienic Inspection and Bacterial Examination

Hygienic inspection is most indispensable in connexion with the official control of foods, drinks, vessels, and drugs, so from 1913 onward the provincial governments were gradually equipped with hygienic laboratories, and no province is now lacking such institution.

Important articles subjected to official inspection during this fiscal year totalled 65,005, of which 55,302 were found satisfactory, while 9,254 were declared injurious or unwholesome. Among the principal articles condemned were 2,294 samples of patent medicines, 156 of liquors, 4,046 of beverages, and 274 of vessels.

Formerly, the country was troubled by the visitation of plagues almost the whole year round, while no research work was ever carried on to ascertain the cause of them, but by 1920 each of the provinces had within it a bacterial laboratory conducting tests, etc., with a view to cholera prevention. The manufacture of the various preventive serums, however, is conducted by the one in Keijo only, and from this laboratory a large number of phials of the several serums has yearly been dispatched to the provinces at a small charge or else free of cost, and the demand for them is ever growing.

### (4) Control of Opium

From of old opium smoking has been somewhat prevalent in Chosen, especially in the frontier regions, and many were the victims of it throughout the country. So in the year 1905 the old Korean Government prohibited the importation, manufacture, and sale of opium and pipes, and inserted a special provision for it in the penal code then published, but found it impossible to enforce it effectively. After the annexation the Government-General took every measure to make the control of opium as strict as possible, and the new criminal law for Chosen issued in March, 1912, also contained a particular provision for it. Toward confirmed users of opium a rather moderate policy was taken at first, so that their cure might be effected by degrees, and their number gradually grew less. In September, 1914, the Government gave instructions to the police and other officials concerned to enforce in future the absolute prohibition of opium smoking, and, taught by past experience, treated habitués in a semi-compulsory manner. This proved very effective, but it was still im-

possible to free the land of the evil as much opium was smuggled in from China, and in the frontier districts people secretly grew the poppy for making opium. Especially during the European War, stimulated by the sudden rise in the price of drugs, did these illicit cultivators increase in number, while the use of the drug also rapidly increased, but after the restoration of peace the tendency turned quite to the contrary.

Regarding official control of poppy cultivation, each local government had its own particular rules, though nowhere was the free cultivation of the plant allowed, but as these rules varied greatly they fell short of securing the desired end. Therefore, in June, 1919, new regulations were promulgated and enforced throughout the country, and by them poppy cultivation was absolutely forbidden except to those obtaining permission to grow that plant for medical purposes, cultivation was limited to a certain area, and all the opium produced had to be sold only to the Government each year at a standard price, to be resold by it to certain designated manufacturers of medicines.

Considering the general scarcity of opium for medical purposes and the great demand for it, the Government allowed the use of about 3,000 acres of land per year for poppy cultivation in Chosen, but some planters had already finished sowing before the issue of the new regulations in 1919, and the land under poppies that year exceeded in extent that officially permitted. Owing to the excessive rainfall in 1919 during the flowering season, as well as to little experience on the part of many growers, the crops gathered were so poor that not a few cultivators gave up the business, and the net production of opium that year was only half the estimated amount. The year 1920 was marked by a further large decrease, not alone in the number of growers but in the area of land under the poppy, though the business took on a forward movement in the year following. The result of poppy cultivation for the four years succeeding the enforcement of the regulations for control of opium is as follows:—

	1922	1921	1920	1919
Area . . . . .	436.7 <i>Cho</i>	452.9 <i>Cho</i>	94.7 <i>Cho</i>	2,308.2 <i>Cho</i>
Production . . . . .	438.1 <i>Kan</i>	724.5 <i>Kan</i>	41.5 <i>Kan</i>	2,022.9 <i>Kan</i>

The price of opium is always unstable as it is completely under the influence of the universal market quotation, so, when fixing the

selling-price to recognised dealers in the article, the rule followed by the Government is to add on at least ten per cent. of the price at which purchase from the growers was effected. In 1919, for instance, a considerable rise in the market price of morphine induced a similar rise in that of opium, whereas in 1920 it sank to its lowest bottom owing to the decline in the market quotation, but in the next two years it again advanced by 50 per cent. on the purchase price of that year.

In December, 1920, new regulations regarding the control of opium, alkaloids, and other narcotics, based on the principles of the Opium Treaty and of the League of Nations, were issued, and both export and import of all narcotics were made subject to permission by the authorities, the quantity allowed such movement being fixed just within the limits of the legitimate demand, and the authorities have since been taking every precaution against any possible evasion of the regulations or crooked dealing in imported narcotics.

At first morphine injection was in great favour among the people as a means of curing those addicted to the use of opium. Unfortunately, abuse of the cure eventually produced many cases of chronic morphinism, and no law existed for its control, so in July, 1912, new regulations for drugs and druggists were issued, and the sale of morphine was drastically restricted. At the same time, those people found to be victims to morphinism were treated by the gradual reduction method, and their numbers soon declined very considerably. Cocaine injection, too, found devotees more or less in many quarters, but that also is now being stringently controlled with beneficial results.

## 67. Epidemics and Endemics

The sanitary condition of Chosen was for long a matter of great concern, but the fact that, in spite of its contiguity to Manchuria and to Russian territory, the country has never been invaded by pest is something to be proud of. Nevertheless, visitation by other epidemics was very frequent, and sometimes they raged with great virulence. Especially was this the case with cholera, small-pox, typhoid fever, and dysentery. The people, too, were innocent of hygienic ideas and prone to put their faith in all kinds of

superstitions, making them refuse or oppose any preventive action against these diseases. Great difficulty was consequently met with in working for their prevention, but the recent progress made in sanitary matters and the more effective control of the people have brought about a salutary change in their outlook.

Cholera has long been known in the peninsula, and even before the rise of the Yi Dynasty its ravages were terrible. It is said that in the year 1895 over 60,000 perished of the plague in North Heian Province alone, and again in 1902 about 10,000 fell victims to it in the city of Keijo, not to mention those in other towns. Though the disease usually entered from abroad the extent of its activity differed greatly each year. Fortunately, the introduction of modern sanitary works has caused the disease yearly to decrease in virulence, and in 1915, 1917, and 1918 there were but few cases of it reported. However, in 1919 and 1920 malignant cholera invaded the country, and though preventive measures were quickly taken up along the frontier and in seaports by the authorities, and a large sum of money was spent in giving free injections, it still raged furiously, the number of cases in 1919 being 17,000, of which 12,000 proved fatal, and in 1920, 24,900 with a death-roll of 13,000. Such disastrous results are deeply to be regretted, but compared with those in former days it can safely be said that the disease has considerably diminished in severity.

Early in 1921, in view of the prevalence of cholera during the previous year, about 12,000 persons suspected of taint were subjected to scotoscopy, but not one was discovered to be a bacillus-carrier. In June of the same year the disease again broke out in Shanghai and some parts of Japan, and, as it showed signs of spreading, quarantine was quickly enforced at the seaports, the inhabitants along the coast were injected with preventive serum, and moving pictures were made use of to imbue the populace with timely sanitary ideas. These measures proved quite effective against invasion, and only two bacillus-carriers were found in the vessels making port during the period of its activity elsewhere. During the year under review the plague, which was most virulent in North China, invaded West Japan early in September. The situation being very alarming, immediate action was taken by the authorities at the various seaports to secure prevention of its entry. A few cases, however, were discovered in the western part of the country, so the quarantine station at Shingishu at once busied itself with special examination



of every passenger from the Chinese side of the Yalu, as well as with compulsory injection of anti-cholera serum into all people in and near the district. Fortunately, as the result of these efforts to check the spread of the plague, only 40 genuine cases in all were reported.

Small-pox prevailed more or less throughout the year and seemed almost endemic in the peninsula. This was mainly on account of the time-honoured superstition among the Koreans in general that this particular disease must be accepted by all as a natural event, and consequently they did not trouble to try to prevent its attacks. In the year 1895 the old Korean Government issued certain rules for vaccination aimed at the universal enforcement of it, but no very good results were obtained, and even as late as 1910 numerous cases were reported every year, so on the establishment of the Government-General the utmost efforts were put forth to combat the disease, and the police and other competent officials were enlisted to root out this superstition and preach to the people the virtue of vaccination. At the same time large quantities of vaccine were distributed free, and for the vaccination of women female operators were specially engaged. As a result, since 1911 there have been from 1,300,000 to 2,200,000 vaccinations each year, and after the year 1913 cases of small-pox fell to between 300 and 50 each year. But in the spring of 1919 the disease again broke out and upwards of 2,000 cases were reported, and in 1920 malignant small-pox invaded the land from countries adjacent in which it was rife. Vaccination was at once resorted to as far as possible, but the disease ran a fatal course with more than 3,500 out of over 11,000 sufferers from it. With a tendency toward diminution, cases reported in 1921 still reached the large number of over 8,300, but during this year, though it showed signs of prevalence in the spring, the authorities, through the enforcement of vaccination and all other preventive efforts, were able to limit considerably the number of cases compared with the preceding year.

Typhoid fever is of yearly occurrence in the country, and though special attention is paid to preventive measures by both the Government and the public, cases of it are reported every year. As the disease requires a certain period to develop there is always a suspicion that it may be spreading before it is discovered, and this makes prevention still more difficult. When in September of 1920 the disease was more than usually prevalent, medical officers concerned

in plague prevention were all summoned to Keijo to consult upon the precautionary measures to be taken, and the authorities dispensed free to all applicants the preventive serum so highly spoken of in the medical world because of its wonderful virtue. At the same time general practitioners and private hospitals were encouraged to make extensive use of this new preventive. In September this year the disease broke out rather virulently in Heijo, but owing to the application of proper preventive measures was stamped out within the year.

From year to year dysentery appears in various places, and, although the authorities put forth every effort to discover unreported cases, it seems impossible to stamp it out entirely. However, in order to do everything possible for the prevention of its occurrence, a thorough enforcement of house and street cleaning, improvement in the sewerage and water supply systems, and the carrying out of preventive injections are vigorously pursued. In view of the yearly visitation of various parts by other epidemics care is taken by the authorities to enforce in them the periodic cleansing of houses, to control foods and drinks, and to encourage the report of cases by doctors or other individuals, while official inquiry is made into all homes to find out cases, if any, and the authorities do not hesitate to enforce preventive injection as well as bacterial examination when necessary. The following table indicates the number of epidemic cases during the past few years:—

Year	Cholera	Dysentery	Typhoid Fever	Small- pox	Eruptive Typhus	Scarlet Fever	Diphtheria	Para- typhus	Total
1918. .	—	1,127	3,750	330	103	125	333	1,143	6,919
1919. .	16,991	1,521	3,239	2,179	841	125	276	650	25,822
1920. .	24,213	979	2,132	11,180	76	369	263	222	39,434
1921. .	1	978	2,535	8,316	73	717	238	300	13,158
1922. .	40	1,932	3,801	3,676	63	585	265	473	10,835

Of the so-called endemics the more prominent are distoma, dochmiasis, and cholera, the most numerous cases being those of lung-distoma at about 30,000. Besides these, there are found many cases of other infectious diseases, such as tuberculosis, leprosy, and itch. But the steady extension continually being made in medical organs and sanitary works is tending to diminish their activities, though hygienic ideas among the Koreans being still but new and their superstitions still strong, no small difficulty is encountered each time officials put into force plague prevention measures.

## 68. Cattle

### (1) Prevention of Cattle Disease

Several forms of cattle disease exist in Chosen, some of them being introduced from adjacent Chinese territory and others originating in the peninsula itself. Indeed, every year the country suffers more or less from their visitation. Accordingly, in 1915 a preventive law was enacted, and in 1918 the serum laboratory at Fusan controlled by the home Government was transferred to the Chosen Administration. At the same time 16 veterinary surgeons were specially appointed to important points and twelve serum stations erected along the northern frontier.

Rinderpest, a prominent form of cattle disease, has its permanent cradle on the Chinese side of the Yalu and the Tumen, yet notwithstanding the ever-present possibility of invasion nothing was ever done to prevent it taking its own course. Especially was the possibility of invasion great during the season of frost, owing to the greater frequency of intercourse. However, since the establishment of the present régime, the preventive work taken up has rendered its invasion less widespread than formerly. In January, 1921, this peculiar disease again crossed the frontier and 78 cases of it were reported. About the middle of April cows for export at Fusan developed a sickness of unknown origin, which speedily spread and only disappeared at the end of May. The total number of cases reported during the year was 182. As preventive measures, enforcement of serum injection into animals in the affected district, isolation of the entire vicinity, close guard against cattle passing in and out, and early discovery of fresh cases, if any, were vigorously carried on by police and people, who were thus able to minimize the evil effects of its appearance.

### (2) Quarantine of Cattle for Export

It was in the year 1909 that the quarantine law for export cattle was first issued by the old Korean Government and a quarantine station set up at Fusan. The system continued until July, 1915, when a new law was introduced, rectifying former defects. This, however, was revised in October of the year following to admit of the inclusion of two additional ports for direct export of cattle to Japan. Year by year the number of cattle for export has increased, so much so that a few years ago each month saw about

1,000 head idly awaiting official examination. In 1919, therefore, after consultation with the Department of Agriculture and Commerce, the period of examination was shortened to "over 12 days" instead of "over 18 days." In March, 1920, a revised rule based on this alteration was made public, and since then the business has been carried on far more smoothly.

### Cattle Exported

	Officially Inspected			Not Officially Inspected	
	From Fusan	From Gensan	From Joshin	From Mokpo	From Jinsen & Kunsan
1922 . . . . .	31,391	2,127	546	538	5,559
1921 . . . . .	34,914	1,482	579	526	5,912
1920 . . . . .	35,813	1,545	1,718	6,173	10,077
1919 . . . . .	26,475	1,292	2,529	10,666	1,714

Note: Cattle shipped to Japan without undergoing inspection are subjected to it at their port of arrival.

### (3) Slaughter of Cattle

The Korean people are generally fond of flesh and invariably use it on all occasions of rejoicing or mourning; hence the extensive raising of cattle throughout the country. At the end of this fiscal year the total number of slaughter-houses was 1,328, at which 452,410 animals were butchered. This number included 275,892 cattle and 176,185 hogs, the former showing a decrease, and the latter an increase on the previous year. This was certainly owing to the fact that there was greater demand by the people for cheaper meat by reason of the hard times.

Formerly, the slaughtering of cattle was conducted in a most haphazard way, but it has been much systematized since the enforcement of the new regulations concerning it in November, 1919. However, most abattoirs, other than those maintained by municipalities, were found insufficiently equipped from the standpoint of public health, so efforts were made to secure their improvement. By the local regulations, which became operative in October, 1917, the killing of cattle, hitherto undertaken by sanitary associations, was turned over to the village offices, the inspection of the carcasses being still strictly carried out by police or other experts concerned.





Supreme Court, Keijo



Scene in Law Court

# JUSTICE

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## 69. Judicial System

### (1) Consolidation of the System

The judicial system in Chosen obtained a good start owing to certain improvement effected during the protectorate régime, and by two comprehensive changes, first by entrusting the entire judicial service to the care of Japan and second by annexation, was brought into its present form. As a matter of fact, in the year 1906 the Japanese Resident-General, seeing the urgent need for the consolidation of the judicial system, induced the Korean Government to appoint a Japanese Councillor to its Judicial Affairs Section and a Japanese legal adviser to each of the principal courts. But in those days the Korean executive and judicial organs were badly confused, for each provincial office had a judicial organ attached to it, to which for the most part local officials were appointed judges, and the only independent courts were the Keijo Saibansho, or court of first hearing, and the Heiriin, or court of last resort. Bribery was openly practised, authority abused, and the entire system was in the most complete disorder. It seemed almost impossible to effect any reform by indirect assistance, so in July, 1907, the Resident-General under the new agreement caused the judicial service to be entirely separated from the executive, and in August, 1908, following the example of Japan proper, established law courts on the three trial system, namely, a supreme court, appeal courts, and local or district courts, to which were added procurators' offices, and to all the important posts in them professional Japanese were appointed.

In order to ensure security of foreign life and property in Chosen it was found necessary to regulate still further the judicial system, but the financial condition of the country at the time was such that it was not possible for it to meet the necessary expenditure, so the Government in July, 1909, placed the entire management of all law courts and prisons in the country in the hands of the Japanese Empire. Accordingly, on November 1 of that year all the courts were made to function by the Imperial

Government on the same lines as in the mother country, and even after the inauguration of the present Government on October 1, 1910, the system was still followed. As the outcome of annexation, the extraterritoriality enjoyed by foreign residents in Chosen came automatically to an end, and all the people in the country without exception came under the jurisdiction of the Empire, and the judicial organs were completely unified.

In former times there existed three kinds of courts, but as they embraced too many divisions and their spheres of authority overlapped one another too much, it was not possible for them to satisfy existing conditions which required special promptitude in dealing with legal affairs, so in 1912 the system of "3 instances and 3 grades" was adopted, and, as occasion required, branches were formed to relieve the pressure on local courts, and in 1915, along with the enforcement of the registration law for real estate, a number of detached offices were set up to deal with registration and notarial matters.

Under this system of "3 instances and 3 grades", local courts deal with the first hearing of cases, as well as certain civil suits. The Appeal Court deals with appeals against a judgment pronounced by a local court, while the Supreme Court passes final judgment on appeals against a decision by an appeal court, and also performs the functions justly belonging to the highest tribunal. In a local court the hearing is presided over by a single judge as a rule, but when it is a question of a civil suit involving 1,000 *yen* upward, or a case of personal process or some other specific case, three judges are required. The Appeal Court is presided over by three judges and the Supreme Court by five, and so form collegiate courts. At the same time that this system was adopted, rules for barristers, notaries public, and bailiffs were also drawn up.

Formerly, the competency of Korean judges and public procurators was confined to cases, civil or criminal, in which Koreans only were involved. But the times calling for removal of such restriction in their powers, a revision of the regulations for courts of justice was at last made in March, 1920, with the object of doing away with this inconvenient discrimination between Korean and Japanese judicial functions.

At first judges had no security of tenure and were treated as ordinary civil servants, but in 1911 some revision was made in the



regulations for courts of justice, by which judges under the Government-General were secured their positions for life, except in the event of being condemned to imprisonment or made subject to disciplinary punishment by decision of a special commission composed of their colleagues. Nevertheless, something was still wanting to make them feel quite secure in their tenure of office, as the revised regulations still retained the extra provision making it possible for the Governor-General to order suspension of judgeship whenever deemed necessary. To remove this remote possibility the regulations were further modified in August of 1921, and judicial officials now enjoy the feeling of absolute stability in the independent position secured to them.

At the same time, as there was no restriction whatever regarding the years of service by judges in Chosen, an age limit system for judges, modelled on the one followed in Japan, was adopted, whereby the retiring age for the President of the Supreme Court is fixed at 63 and for judges in general at 60, though, on a resolution by a general council of the Supreme Court, the period of service can be specially prolonged by not more than five years in the case of men of very exceptional merit.

With the march of modern material civilization, cases at the law courts, both civil and penal, have multiplied year after year, and especially has this been the case with the branch courts at Shingishu and Zenshu, so they were raised to the status of a local court this fiscal year.

The present number of law courts is 227, embracing 1 Supreme Court, 3 Appeal Courts, 10 Local Courts, and 53 branches, and they are staffed by 201 judges, 82 procurators, 4 chief clerks, 4 interpreters, and 672 clerks and student-interpreters.

Eligibility for the bar in Chosen, as defined in the regulations for barristers, is granted to (1) those already admitted to the bar by law, (2) those passing the examination for barristers specially provided for Chosen, and (3) those who have previously served as judges, public procurators, or barristers. Realizing the need for wider knowledge on the part of lawyers, owing to the advance by the people in their idea of rights, the regulations for barristers were greatly revised in December of 1921 and, at the same time, regulations regarding examination for the Korean bar were promulgated, thus opening the way to becoming forensic defenders of human rights to Koreans and Japanese alike. The first examination

was held in this fiscal year, and of the 123 examinees, including 44 Koreans, only 4 passed the final test.

The system of mediating between disputing parties in civil matters without or before going to law was started in 1910, and has since given fairly good results. During this year the total number of cases receiving good offices at the hands of the local police in charge reached 4,182. Of these, 1,605 were amicably settled, and the others met with failure, were withdrawn, or are still pending.

## (2) Enforcement of "Kyotsu-ho" or Interterritorial Laws

Owing to the dissimilarity in the usages and conditions of the peoples in Chosen, Japan proper, Formosa, and Kwantung Province, each of these parts of the Empire was left free to make laws suited to its needs. The consequence was that each exercised an independent jurisdiction, and certain laws made in and applicable to one part did not pass in the others, while no provision was made between them for matters of mutual negotiation. This naturally caused much inconvenience, for although some of the laws in existence were common to all, such as the law of nationality and that of judicial precedents, there was still no common law by which to settle questions arising between the component parts of the Empire. In order to remedy this defect, "Kyotsu-ho" or interterritorial laws were enacted in April, 1918, by the Imperial Government, and all were put into force in June following, except the provision relating to the transfer of one's domicile.

The enforcement of these laws quickly produced a good effect, directly or indirectly, on executive and judicial operations, as well as on popular interests. For instance, companies established according to the specific laws of Japan proper, Formosa, or Kwantung Leased Territory were formerly treated in Chosen as practically foreign concerns; consequently, amalgamation of them with those founded in Chosen was not legally recognised, and the transfer to Chosen of its main office by any of these alien companies was not allowed. Furthermore, a criminal offence committed in Japan proper, Formosa, or Kwantung could not be dealt with in Chosen even though the offender was known to be in the country, simply because there were no provisions by which action might be taken, but with the enforcement of the new interterritorial laws all such handicaps were at once removed.

Concerning the transfer of one's domicile as ordained in Art.

3 of the interterritorial laws, the individual parts of the Empire had so far reserved enforcement of it, owing to the incomplete connexion between their several census registrations. In Chosen, however, revision of the census registration was now complete, as was also the case in Japan, so the ground being thus fully prepared, the transfer law in question was made public in June of this year and came into force in July following. By virtue of this new law Japanese and Koreans intermarrying are legally entitled to be entered into one or the other's family register, thus effecting change in domicile, and it goes without saying that the fusion of the two peoples will be promoted by this in no small degree.

### (3) Abolition of Flogging

Flogging was long a common form of punishment in Chosen, and when properly administered was suited to the mental condition of the people as a punishment for minor offences. Indeed, in a majority of cases it proved more effective than the infliction of a short imprisonment or the imposition of a fine. So when the provisions of the criminal law were adjusted and unified in 1912 this method of punishment was still retained for Korean criminals, though the new law regarding it limited its application to the physically fit, and humanely excluded aged men, women, and children.

At the same time it was fully recognised that a penal system permitting the infliction of direct pain on a person was really at variance with modern ideas regarding punishment, while the remarkable awakening and progress of the Korean people made it more and more unsuitable. Above all, discrimination in penalty between Japanese and Koreans was absolutely contrary to the spirit animating the new régime. Consequently, flogging was removed from the list of penalties at the end of March, 1920, and the two peoples were brought under the same penal system, while the plan to enlarge existing prisons is now being pushed forward as rapidly as possible.

### (4) Completion of Registration System

Formerly, the creation or transfer of Korean rights relating to real estate was conducted in a most simple way in accordance with native custom, that is, by means of a mere note officially issued, or by the giving of a piece of paper no better than a bill of sale by the former owner. But so much roguery was practised that there was

seldom any certainty as to the rights thus obtained. Therefore, in the early part of the protectorate period the certification system for real estate was adopted, by which all contracts relating to the purchase, donation, exchange, mortgage, etc., of lands or buildings were to be registered and certified at the town or county office exercising jurisdiction. It was also provided that the certification for preservation of real estate ownership should be obtained from a prefect or sub-prefect. But the validity of these certifications still showed weakness, for they only confirmed legal acts between the parties to the transaction, and were not in themselves strong enough to set up against a third party.

In March, 1912, the civil law for Chosen was promulgated, and in enacting the substantive laws on civil matters the Japanese civil and commercial laws were largely followed; thus any acquisition, loss, or change of real estate rights had to be confirmed by registration. Concerning the procedure a registration law based on the one in force in Japan was next issued, and this fairly established the registration system. Owing to the incompleteness of the cadastre books, however, the certification system had still to be continued for the time being. At the same time the former regulations were revised so as to permit of both new and old certifications having equal legal capacity, and all ownerships and mortgages are now treated as matters for certification. In the case, then, of uncertificated real estate, no other certification can be effected until it has been "certificated for preservation of it". Thus the security of property rights has been further ensured.

The registration law was first enforced in May, 1914, in the 29 centres already provided with cadastre books as the result of land surveying. Along with the completion of the cadastres of other districts its application was extended, and in July, 1918, the registration law was in force in every part of the peninsula, the business connected with it being conducted by the local courts and their branches.

With regard to perpetual leases in the general foreign settlements, it was considered only fitting that no sudden alteration in the local administrative system followed at the time of the annexation should be made, so it was arranged for it to continue for a time, and for each consular office to conduct registration as before for its own nationals in accordance with the law of the country represented. Revision in the local system being effected in April, 1914,

this arrangement came to an end, and all business relating to perpetual leases secured by foreigners was transferred to the competent law court.

In addition to the foregoing, other registration laws were enacted for juridical persons, marriage articles, business interests, ships, private banking houses, etc. For instance, the company law was enacted in 1910, the civil law for Chosen in 1912, and the shipping law in 1914.

#### (5) Revised Provisions of Civil Law and Census Registration Law

The civil law for Chosen, based mainly on the one for Japan, was instituted in March, 1912, but to those provisions specially relating to legal capacity, relationship, inheritance, etc., the *lex non scripta* or *lex loci* only was applied to meet popular conditions at the time. During the ten years since elapsing social matters made such great progress that application of these local customs became less and less equal to the just decision of such cases, and further revision became necessary.

The census registration law was originally enacted by the Korean Government, the text being worded rather vaguely, and as it contained nothing of detailed procedure, the administration of it was always attended with much trouble, and it too required revision. Accordingly, in 1918 a commission of inquiry was organised to revise the provisions of the two laws, the members of it being government officials, but later on one Japanese and two Korean civilians were added to the commission to assist in the task, and in 1921 a definite plan was evolved for the solution of one of the most urgent questions of the day, that of making proper connexion between the Japanese and Korean census registrations due to intermarriage. This having been approved by the home Government, revised regulations for census registration were issued in June of this year and put into force the month following. By this revision, not only were marriages between Japanese and Koreans made legally valid, but duplication or non-entry of domicile in the census register, a by-result of unrecognised intermarriage, was in the main precluded, and the status of children born to them was made legally clear.

Speaking next as to legal capacity, Korean usage regarding the protection of incompetent persons was very indeterminate. Even attainment of one's majority did not bring with it legal

recognition as a responsible person. That was determined only by the amount of practical judgment shown by one in conducting one's individual interests. Such a simple method proved quite inadequate to protect persons of incapacity, or even to ensure security in arrangements ordinarily entered into. Furthermore, there existed no system for safeguarding spendthrifts against themselves, and many a son reduced his family to poverty and ruin by his unchecked extravagance fostered by his ill-chosen friends. It was but natural then that the awakening populace should call for a complete protective system for incompetents. The commission referred to also realized the imperative need of such, and put forward the proposition that the system demanded should be established with the Japanese civil law as its base. This proposition, receiving the formal consent of the Central Council, was duly incorporated in the revised provisions of the civil law for Chosen as published in November of 1921, and put into force in the following month.

At the same time the Japanese civil law was further made applicable to the Koreans in matters relating to nubile age, judicial divorce, bastardy, family council, acceptance of succession, and separation of property, and it was also provided that personal acts mentioned in the law, such as creation of a collateral family, revival of an extinct family, marriage, adoption, and divorce by mutual consent, should become valid when duly reported to the proper authorities.

#### (6) Revision of Public Deposit System

Deposits of moneys and negotiable instruments made by way of meeting obligations, giving security, etc., were taken charge of chiefly by authorized banks or by warehousing companies or other suitable agents specially appointed by the Chosen Administration in accordance with the provisions of the law. However, the financial law of Japan as recently revised has wrought an important change in the management of Treasury affairs by adopting the system of putting the national receipts on deposit with the Central Bank, instead of keeping them lying idle in the Treasury itself as hitherto, and provides for the old system being discontinued after the year 1921. This necessarily demanded revision in the Public Deposit Law, resulting in the establishment of Public Depositories for the transaction of all business relating to the foregoing public deposits. Following suit, similar independent offices were established

in Chosen in this fiscal year, and they now number 10, each being located in the seat of a Local Court.

## 70. Judicial Service

Along with the adjustment and unification made in the substantive laws on both civil and criminal matters, as well as in legal procedure, the judicial service has been steadily growing year by year, and ever upholding its independence and equity. In consequence, the security of life and property is fully ensured, and popular confidence in the Japanese legal authority is ever growing stronger.

In concert with the recent progress in social culture the idea of rights among the Koreans has developed considerably, and those appealing to the law for protection are naturally becoming more and more numerous.

During the year 1910 the number of cases received at Law Courts was about 26,000, but in this fiscal year numbered as many as 48,000 odd. Classifying them under typical cases in the first instance it is found that, (1) Cases of personal process numbering 190 in 1911 had increased to 879. Such increase was mainly due to legal permission being given to petition for divorce by wives, something wholly denied them in the days of the old Korean Government; (2) Cases involving burial-grounds numbered 884 during 1911, but only 98 in this year. Such decrease may be attributed to the fact that the time-honoured and deep-rooted superstition calling for the aid of a geomancer in choosing a burial site has lost much of its hold on the people; (3) Cases regarding landed property numbering 4,430 in 1911 had increased to 5,533. This comparatively small increase was surely due to the establishment of titles as the result of the land investigation, and also to the confirmation of rights secured by registration; (4) Cases involving buildings numbering only 526 in 1911 had soared to 1,379. This fact may be taken as a reflex of the housing problem which has taken on unprecedented importance within the last few years; and (5) Cases about pecuniary matters, numbering 2,050 in 1911, had increased to 31,500. The main cause for such large increase was the adversely changed conditions in the economic world since 1919.

The number of criminal cases officially received in the year of annexation reached 7,922. Since then a yearly increase has been witnessed, and in the year under review a total of 23,255 was recorded. Although the natural increase in criminal cases as an accompaniment of social progress might with justice be blamed for this, it must still be noted that the increasing efficiency of the police results in far more arrests of criminals being made than ever before.

The following table gives the comparison between various cases reported in 1911 and in more recent years:

Criminal Cases Tried by First Instance

Year	Offences against Forest Law	Gambling, Lottery	Disseizin	Larceny	Fraud, Blackmail	Forgery, Perjury	Pilfering	Injury	Burglary	Murder	Seizure, Abduction
1911. . . .	81	1,542	339	3,981	1,358	263	112	430	1,182	263	264
1920. . . .	849	3,799	1,372	6,161	2,215	371	351	2,689	855	205	102
1921. . . .	822	3,215	1,460	4,928	2,439	512	279	2,984	1,148	306	190
1922. . . .	862	4,342	1,156	4,530	2,269	430	231	2,874	605	195	153

While the number of cases brought before procurators during 1910 totalled 14,250, in this year it amounted to 72,912, showing an increase by about five times. The principal cause of this increase is the ever-growing complexity of the social organization, necessarily leading to an increase in general crime, though the greater efficiency of the police in effecting arrests is a contributing factor. Another reason by no means without weight is that injured persons, formerly suffering in silence through fear of consequences, are feeling themselves secure from vengeance and no longer hesitate to inform the authorities of criminal acts committed against them.

From a legal point of view serious crimes such as burglary, murder, seizure, abduction, etc., have decreased year by year, though formerly they were comparatively numerous. The gradual decrease in cases of burglary and murder is chiefly due to the more settled state of society and the fuller equipment of police organs, while the decrease in cases of seizure and abduction may be attributed to the gradual disappearance of such old abuses as the carrying-off of widows. On the other hand, intellectual crimes, such as fraud, blackmail, forgery, perjury, etc., have yearly increased, and the tendency is for greater skill to be shown in committing them.



Meanwhile, political offences, so strikingly numerous during 1919, have greatly decreased since that turbulent year, as the following table shows:—

	1922	1921	1920	1919
Cases . . . . .	88	405	1,068	2,033
Persons Convicted . . . . .	112	660	2,356	7,552

It may be noted here that, among the so-called political offences, cases were not lacking of real robbery and blackmail being committed under the mask of political movement, and these are given below:—

	1922	1921	1920	1919
Cases . . . . .	51	97	146	57
Persons Convicted . . . . .	69	139	201	73

## 71. Prisons

The prison system of old was in as great a state of disorder as the judicial service, and, as a matter of fact, most of the prisons were attached to police stations. Not only did these buildings lack sufficient equipment but the prisoners were grossly maltreated. After Korea became a Japanese protectorate, however, the first step toward effecting judicial independence was taken, and the control of all prisons was transferred from the Internal Affairs Department to the Judicial Department, and at the same time a number of new prisons and branches were established in important places. A further change for the better was made when the Japanese Government in July, 1909, took over by arrangement all the judicial functions of the country and ran the prisons, with one or two exceptions, on the same lines as in Japan proper, and on the establishment of the Government-General new prison regulations were enacted to meet actual criminal conditions in Korea.

The number of prisons taken over was 18, including 9 branches, but all except two—Keijo Prison and its branch at Maho, both of which were quite up-to-date—were in old Korean style, and as the

number of prisoners averaged 7.9 per *tsubo* great difficulty was experienced in their management. Although improvements as far as financial conditions permitted were steadily introduced, it was not found possible to extend their accommodation sufficiently to cope with the annual increase in prisoners, so the plan regarding them was enlarged in the fiscal year 1915 to admit of the erection of new prisons, and the end of 1919 saw 10 prisons, 13 branches, and 4 detached prisons in existence, giving some five times the accommodation available in earlier days. With the abolition of flogging in the fiscal year 1920 further expansion was undertaken, resulting in five branches being made independent, and the establishment of four more branches and three detached prisons. The work was all but completed in this year at a cost of 2,030,000 *yen*. Each prison was fundamentally changed for the better, while the accommodating capacity of each was much amplified and made to average 3 prisoners per *tsubo*. Further, in view of the fact that a law regarding juvenile offenders had been enacted in Japan, the Chosen Administration established three juvenile prisons in this year, one at Kaijo and one attached to each of the prisons at Kinsen and Kwoshu. In the treatment of female prisoners, though comparatively few in number, there was still need for improvement, so with the advance made in the erection of new prisons, arrangements were made for their proper accommodation in certain of them, and the number of jaileresses was increased.

The prison officials at the end of 1919 totalled 1,750, comprising governors, chief warders, experts, interpreters, physicians, pharmacutists, chaplains, teachers, jailers, and jaileresses, and in addition there were 56 visiting physicians and chaplains. Though this number showed increase by 964 since the inauguration of the present régime, it was still far from keeping pace with the increase in prisoners, so in the fiscal year 1920 new officials were appointed to the number of 505, since when no large addition has been made to their strength.

For the training of prison officials a jailers' training school was established in 1918, in which not only are accepted applicants instructed in their new duties but picked men already in service are sent to it to receive further special training. Also, chief warders and efficient jailers are occasionally sent to Japan proper to attend a higher technical course, so as to obtain a properly qualified body of men for this particular service.

In 1909, when the management of Korean prisons was transferred to the care of Japan, the prisoners numbered rather more than 5,300. But from that year onward a gradual increase was experienced, and in 1918 they numbered over 12,000, and rose to some 16,000 in this year, partly owing to the widespread disturbance of 1919 and partly to the abolition of flogging.

Under the old Korean Government prison labour was so little practised as to be hardly worth mentioning, and even in the first years of the Residency-General convicts set to work scarcely averaged 27 per cent. of their number. Since then, for the sake of maintaining discipline and keeping the prisoners in good health, efforts have been made to find work for all convicts, saving of course the sick and those incapable of working from other causes, and in 1918 and 1919, 96 per cent. were found work to do, and much the same percentage was reported at the end of May of this year. In order to turn to more account the skill and labour of the convicts a special working expenditure has been defrayed annually since the fiscal year 1919. This has permitted the taking up of a greater variety of works and has resulted in increased returns. The principal kinds of prison work now carried on are paper-making, weaving, tailoring, straw-work, brick-making, pipe-making, cabinetwork, earthwork, farming, mining, etc. The enforced labour has added greatly to the physical well-being of the prisoners, whilst it has also made possible the provision of better bedding, clothing, and food, of which the staple dishes are rice and barley meal, to which are added vegetables and seasonings after the Korean fashion. Since the prison reform physicians and pharmacists have been appointed to each prison, and these, sick-bays and disinfecting equipment being completed, have almost succeeded in banishing diseases peculiar to prisons, such as prison-fever and scorbutus. For skin diseases and other epidemics isolation wards are provided, and in these, patients are treated with scrupulous care. The beneficial result of all this is seen in the greatly diminished death-rate among prisoners.

Formerly, no attention was paid to the mental needs of prisoners, and the majority of them were always found to be illiterate, but on the Residency-General taking charge, Japanese priests versed in the Korean language were required to give suitable instruction to them, while Christian prisoners were allowed to read the Bible, and pastors were at times permitted to visit

them and give them devotional talks. This resulted in better behaviour on the part of prisoners, and the number of those released on ticket-of-leave has yearly increased.

Prisoners under 18 years of age, or peculiarly circumstanced, are made to attend the prison-school where they are taught, by special teachers, or by experienced chaplains, morals, the Japanese language, arithmetic, etc. But when the plans for juvenile prisoners now under way are fully carried out it is believed that the education of them will assume quite a new aspect.

For the protection of ex-prisoners there are now 21 associations established in places in which prisons or their branches are situated, and good work is being done by them. As many of them, however, find it difficult to keep going financially, the Government since 1913 has granted a yearly subsidy of 5,000 *yen* for distribution among them, and, taking into consideration the increase in prisons following the abolition of flogging, augmented it in 1920 to 10,000 *yen*, so that more associations might be formed. This made possible the formation of six more associations during the next two years. The ex-prisoners aided by these protective organs numbered 2,286 in the year 1921 and 2,737 in this fiscal year.

## 72. Pardon by Imperial Grace

Since the annexation pardons have been granted to prisoners several times by Imperial grace. The first of these came at the time of annexation, when the Imperial grace was extended to 292 unconvicted and 1,419 convicted prisoners, making a total of 1,711; the second was on the demise of Emperor Meiji in 1912, when those receiving special amnesty numbered 1,534 and those having their sentences commuted 3,233, a total of 4,767; the third followed on the death of the Empress Dowager Shoken in the year 1914, when 8,872 prisoners shared the Imperial clemency; and the fourth was on the great occasion of the Coronation, when the total number of those benefiting by this special favour reached 10,208. In addition, a Korean nobleman, Yun Chi Ho, and five other Koreans in prison at the time for plotting to assassinate the Governor-General were specially released. Quite recently another

amnesty was proclaimed to commemorate the marriage of the Korean Prince Yi Jr, to the Japanese Princess Nashimoto-no-Miya, which took place on April 28, 1920. The happy event really meant that the two peoples were becoming united as one family and ever growing in mutual intimacy. Thanks to this, political prisoners taking part in the disturbances of 1919 had the favour of being either wholly or in part pardoned. The following table shows the number of those prisoners having their terms of imprisonment largely reduced at the time:

Acts against Peace Preservation Regulations	Participating in Disturbance	Acts against "Seirei"	Acts against Press Law	Cases of Bodily Injury	Cases of Damage	Cases of Obstructing Officials on Duty	Others	Total
2,216	692	232	242	89	28	16	31	3,546

Besides these, quite a number were specially pardoned, among them two notable Koreans, Kim Yun Shik and Yi Yong Chik.

The fortunate creatures thus released were rendered every possible assistance by the police, and to some of them travelling expenses and new clothes were given, while the police co-operated with the Associations for Protecting Ex-Prisoners and other charity organizations to find many of them respectable employment. As a result those repeating their offences have proved comparatively few. Since the annexation, then, amnesty in Chosen has been carried out five times, and it is not to be wondered at that most of the released prisoners were each time so deeply moved by the greatness of the Imperial favour as to be led to reform themselves, and that the effect on the popular mind was great and exceedingly beneficial.

# LOCAL ADMINISTRATION

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## 73. Local Administrative System

### (1) Introductory

The administrative divisions of the peninsula were in a very confused state prior to annexation. In addition to provinces, urban prefectures, districts, and villages, there existed a number of other district organs, such as police and financial organs, local residencies for resident Japanese, Japanese municipalities, foreign settlements, Chinese exclusive settlements, and school associations for the education of Japanese children. But the mixed relations of those organs making it impossible to maintain uniformity and efficiency in matters of local administration, these differences all required to be adjusted simultaneously with the annexation, but during the time of transition, when everything else was necessarily unsettled, sudden radical changes were avoided as far as possible, and above all the question of the disposal of the settlement system was held over, as it required most careful negotiation with the powers interested, so, when the Government-General was established, the first step toward general reform in the local organization was taken by abolishing all local residencies and financial bureaus, and in each province a financial department was newly formed, while prefectural and district magistracies were given part management of financial affairs. At the time of the enforcement of this readjustment the local administrative organs comprised 13 provincial governments, 12 municipal and 317 district magistracies, and 4,322 village offices, presided over by governors, prefects, sub-prefects, and headmen.

Although the administrative boundaries of municipalities, counties, and villages were left much the same as before the annexation, there was marked difference among them in area, population, and resources, and this was especially the case with villages, so that some villages bore much too disproportionate a burden of taxation, causing not a little difficulty in the execution of administrative duties. After careful study it was decided to amalgamate certain villages and alter the boundaries of others in order to secure

greater uniformity and convenience in local administration. Accordingly, the area of each municipality was reduced to its natural limits by taking from it all attached villages, while the area of each district was restricted to about 40 square *ri* containing about 10,000 people, and that of each village to about 4 square *ri* containing about 800 families. This readjustment of areas left the number of municipalities as before at 12, but reduced districts from 317 to 220, and villages from 4,322 to 2,504. All this was done to promote their administration, curtail local expenditure, and secure a fair distribution of the burden of taxation on the people.

On the other hand, Saishu and Utsuryo are islands so distant from the mainland that their administration could not be smoothly carried on owing to difficulty of communication. So in May, 1915, they were made separate districts, and the governor of each was empowered to issue all necessary instructions for the good of the island, and was also made head of the island police. Below are given the local administrative divisions as at present constituted:—

Province	Area	Percentage of Total Area	Divisions			Seat of Provincial Government
			Municipalities	Districts	Villages	
Keiki . . . . .	830.83	5.8	2	20	249	Keijo
North Chusei . .	480.93	3.4	—	10	110	Seishu
South Chusei . .	525.59	3.7	—	14	175	Koshu
North Zenra . .	553.13	3.9	1	14	188	Zenshu
South Zenra . .	900.41	6.3	1	22	269	Kwoshu
North Keisho . .	1,231.16	8.6	1	23	272	Taikyu
South Keisho . .	797.78	5.6	2	19	257	Shinshu
Kokai . . . . .	1,084.82	7.6	—	17	226	Kaishu
South Heian . .	967.70	6.7	2	14	165	Heijo
North Heian . .	1,844.24	12.8	1	19	193	Gishu
Kogen . . . . .	2,702.79	11.9	—	21	178	Shunsen
South Kankyo . .	2,073.36	14.5	1	16	141	Kanko
North Kankyo . .	1,319.19	9.2	1	11	81	Ranan
<b>Total . . . . .</b>	<b>14,311.99</b>	<b>100.0</b>	<b>12</b>	<b>220</b>	<b>2,504</b>	<b>—</b>

A provincial governor, while being held responsible to the Governor-General, executes laws and ordinances, supervises the administration of his province, controls all public corporations, and is also authorized

to issue provincial ordinances. Formerly, the police organs existing in a province were entirely separate from all other local administrative organs, and the Governor had no power whatever over them, and in all police and sanitary affairs the head of the provincial police alone could set on foot measures deemed necessary, though he was required to obtain the approval of the Governor before issuing instructions. But with the progress of the times and the development of local administration it was recognised that a provincial governor ought to be in control of all police and sanitary affairs, so when the gendarme system was abolished in August, 1919, the police were transferred to the control of the provincial governors, and in each province a Third Department was instituted, composed of police, medical, and quarantine officers, and this was later renamed the Police Affairs Department. During the transition period special importance was placed on the unity and consistency of general administrative business, and a policy of centralization was adhered to, so that the powers of a provincial governor were somewhat circumscribed. As improvement in local administration was effected, and each year saw increase in official business, it was seen that this policy was losing in efficiency, so one of decentralization was gradually adopted, and following on the general revision in August, 1919, the powers entrusted to a provincial governor were by degrees widened.

After the annexation careful investigation was made concerning the revision of the existing system, and in March of 1914 it was found possible to abolish the foreign settlement system by agreement with the nations interested. In the following month, new regulations relating to urban prefectures and school associations came into force, by which both were recognised as juridical persons, the jurisdictional district of the settlements being incorporated into that of their respective urban prefectures, while all business concerning the education of Japanese children was transferred to the hands of school associations formed within each prefectural jurisdiction. In this way the long pending question of the adjustment and unification of the local administrative system was brought to a satisfactory conclusion.

As a consequence of the revision of the system all business regarding the registration of perpetual leases, hitherto conducted by the consular representatives of the Powers concerned, was turned over to the law courts. Perpetual leases being particular real rights, the provision of ownership was applied correspondingly, and it was



recognised that they could be made objects of other rights. Further, foreign lease-holders of land in perpetuity were given the option of converting their leases into actual ownership, while those preferring to make no alteration in their lands were required to bear as a rule taxes and other public charges on a par with actual landowners.

Since the enforcement of the local administrative readjustment, steady progress has been made in all lines of society, in industry, education, communications, and commerce, as well as in the various official functions. Especially noteworthy has been the recent development of local interests. So the reorganization of the Government-General being effected, it was decided to introduce greater reforms into the administration of the country, and in particular to aim at decentralization of power, so that a system of local self-government might be firmly established in the future. Accordingly, as the first step in this direction, in July, 1920, further amendment was made in the existing local system providing for the creation of advisory councils, the members to be either appointed or elected, in order to give advice about municipal and village budgets. By these organs it is hoped that popular sentiment will be reflected in the local administration, and that through them more complete organs of local self-government will gradually be evolved.

## (2) Formation of Local Councils

After a year or so of careful inquiry into the subject the revised system of local administration was at last proclaimed on July 29, 1920, and advisory bodies were formed for the administration of provinces, municipalities, districts, and villages. Of course these organs were far from being real local self-governing bodies, since Chosen was still not in a condition to justify the immediate enforcement of a complete system of local self-government, and the people needed a course of training in the transaction of public affairs. Still, they marked an important step forward in the right direction.

In the local administrative system hitherto obtaining in Chosen there existed municipalities and villages as the lowest magistracies, the former standing for cities and towns and the latter for rural communities. Besides, there were organs called "the public common school expenditure" for the benefit of Korean children, school associations for the education of Japanese children, and water-utilization associations dealing with irrigation. Of these the two last only possessed anything of a self-governing aspect. Although the municipal-

ities had their own advisory councils, and specially designated villages had advisers attached to them, they were composed of comparatively few members, and all were nominated by the Government, so it could not be said that they really represented popular desires and ideas. On the other hand, the prefects were always government officials, and even village headmen were appointed by the Government. Then, too, the public common school expenditure was under the management of prefects, sub-prefects, and island governors, whilst provincial expenditure was supervised exclusively by provincial governors. In addition, each province had 3 councillors and each city, district, and island 2 councillors, yet these men being appointed by the Government from among a few men of influence, and their posts being merely honorary, they too could hardly be considered representative of popular sentiment, so a revision of the local system was imperatively necessary that the way might be opened for expression of the popular will, and it was effected in the following manner:

In revising the organization of municipal advisory councils it was arranged that the members should be elected by popular vote instead of being appointed by the Government, and, at the same time, all villages were to be provided with advisory councils for discussion of village finances and other important affairs. Since, however, the elective system was quite new to the Koreans in general and, if enforced in all villages without exception, might become the source of endless disputes and confusion, it was arranged that only in specially appointed villages should the members of the advisory council be elected by popular vote, and that in all other villages the appointment of the councils should be left to the discretion of the district or island magistrates who, in making appointments, were to take into account the opinions of the principal inhabitants in their districts.

Public common school expenditure, so-called, existed only for providing an elementary education for Korean children. But new regulations were framed to deal with all affairs relating to the general education of Koreans throughout the country. To meet the expenditure the authorities were empowered to levy school taxes, requisition labour and goods, collect rents, raise public loans, and also institute consecutive expenditure. Then, as advisory organs, school councils were created, and in cities the members are elected by popular vote, while in districts or islands they are appointed from among candidates elected by village councils.

By the new regulations for provincial expenditure ways were opened for new sources of revenue, besides the continued levying of certain rates hitherto in force, and it is now possible to collect rents and fees, raise public loans, frame budgets providing for consecutive works, and finance social works. The regulations also contained a provision governing the status of officials, thus improving their treatment. Further, as advisory organs to discuss provincial budgets, etc., provincial councils were created, the members of which are appointed by provincial governors from among candidates elected by municipal or village councils, as well as from among men of knowledge and repute.

The revised local system came into effect on October 1, 1920, and the election of members of councils of municipalities and designated villages took place on November 20 following. At first the Koreans seemed to take on a rather indifferent attitude, many of them evidently being duped by the seditious talk of agitators. However, as the election day drew near, inspired by the Japanese canvassing, they began to show great interest and enthusiasm, and many offered themselves as candidates, and the elections proceeded without a hitch. The following list gives the result in 12 municipalities and 24 specially designated villages:

#### Municipalities

	No. of Voters	Votes Cast	Percentage	No. of Members Elected
Japanese . . . . .	6,251	5,486	88	134
Korean . . . . .	4,713	3,122	66	56

#### Villages

	No. of Voters	Votes Cast	Percentage	No. of Members Elected
Japanese . . . . .	1,399	1,224	88	130
Korean . . . . .	1,623	1,198	73	126

The members elected were mostly leading persons in their localities. Especially creditable was it that the elected Koreans were all rising men with moderate ideas. Another very creditable thing was the fact that Japanese restricted the number of their own candidates by agreement among themselves, and that some elected Japanese resigned in favour of Koreans next to them at the polls, while not a few Koreans gave their votes for Japanese candidates.

A little later, the members of councils of villages other than those specially designated were appointed, and in this way the election and appointment of members of all the municipal and village councils were successfully completed. The election and appointment of members of school councils in cities, districts, and islands, as well as those of provincial councils, were all completed with equal success on December 20, 1920. The composition of these provincial councils is shown in the following list:

	Members Appointed	Members Elected	Total
Japanese . . . . .	63	24	87
Korean . . . . .	56	219	275
<b>Total . . . . .</b>	<b>119</b>	<b>243</b>	<b>362</b>

The first meetings of these councils after the reform initiated in the local administrative system were held between February and April of 1921, and each proved fairly successful and was well attended. The discussions were very smoothly conducted and were marked by great enthusiasm. Indeed, during the sessions all showed a co-operative attitude, and laid before the authorities questions and opinions reflecting the popular will, to which the latter responded with the utmost sincerity. On the whole, the meetings ended to the great satisfaction of all concerned.

#### 74. Inspection of Local Administration

In old Korea an institution existed for maintaining certain officials charged with the duty of going about incognito to inspect local administration and check official oppression. This was lauded as an excellent system under the Yi Dynasty, but these secret agents are said to have frequently abused their power by turning the misdeeds of local officials to their own profit. On the division between the judicature and executive being distinctly marked out, officials were no longer able thus to abuse their power and oppress the people. However, in view of the fact that local public affairs had not only rapidly increased and become more complex in substance, but that the power of provincial governors had been extended so as to carry on the administration in a manner more fitted to

local conditions, it was found imperative to institute thorough superintendence of their doings in order to see that enterprises undertaken were really adapted to the situation and contributed to the promotion of the popular welfare. At the same time, it was considered necessary to secure closer connexion between the central and local governments in order to make the new administrative policy as effective as possible, and to probe fully popular sentiments. For these reasons a Local Administration Inspectorate was formed with a staff consisting of 2 chief inspectors, 5 special secretaries, and a number of clerks.

## 75. Local Finance

### (1) Provincial Expenditure

At the time the protectorate was established local administration was divided into 3 classes, viz., (1) Provinces, (2) Urban Prefectures, and (3) Villages, but in the ruling of them much of the feudal system was still retained, and the governors, prefects, and district magistrates frequently abused their powers, and often collected more than the legal taxes on the pretext of providing for roads, rivers, embankments, and other public works. The Resident-General early realized the need for the eradication of these evils, and induced the old Korean Government to issue in 1908 a local expenditure law, by which provincial expenditure was to cover local public works in order to further local development. Even after the Government-General came into existence this system remained unchanged. However, as a result of the great development in localities, the old law of local expenditure was found too defective to suit the times, and reform of the local system as a preliminary to granting local autonomy according to the spirit of the recent reorganization of the Government-General was necessary, so a new provincial expenditure order was promulgated in July, 1920, and enforced from October 1 following. By this order the sources of revenue became more ample, the sphere of enterprise was extended, and in deference to the popular voice advisory organs were instituted in the shape of provincial councils.

At present the revenues of the provinces are mainly obtained by making additional levies on the land and urban land taxes, and

by imposing household, market, abattoir and slaughtering, fishing, shipping, and vehicle taxes. To those sources of revenue must be added the subsidies from the national treasury and receipts derived from Government undertakings. The revenue thus obtained meets the outlays for education, sanitation, public works, industrial encouragement, etc., of a local nature. Besides, there is a certain amount of interest accruing from the Imperial donation funds which is spent on philanthropic undertakings. The incidence and management of local expenditure are much the same as those in Japan proper, but, unlike the mother country, from financial considerations the two items of local police and district office expenditure have been excluded from provincial budgets and are still borne by the national treasury.

The aggregate account for the provinces in the fiscal year 1910 amounted to a little more than 1,300,000 *yen*. Since that time it has gone up year by year owing to the general increase in receipts through the improved popular condition, inclusion in the revenue of the interest from the Imperial donation funds, transfer of the household and house taxes from national to local revenue, and the abnormal appreciation of prices, and in 1919 figured at over 7,500,000 *yen*, showing increase by about six times, and this has been the case still more markedly since 1920 by reason of the increase made in taxation and the greater subsidy received from the Treasury, as well as by the extension effected in various cultural enterprises, thus swelling the budget for the coming fiscal year to 19,000,000 *yen*. This is about fifteen times as large as that for 1910 and two and a half times that for 1919, but slightly under the budget for the year reviewed. The Local Expenses Budget for 1923 as compared with preceding years is given below:—

Description	1923	1922	1910
<b>Revenue</b>			
Additional Levy on Land & Urban Land Tax . . . . .	4,775,288 <sup><i>Yen</i></sup>	4,361,898	605,427
Household & House Tax . . . . .	4,817,992	4,801,493	—
Market Tax . . . . .	593,924	581,388	137,535
Abattoir & Slaughtering Tax . . . . .	664,622	684,630	241,347
Fishing Tax . . . . .	158,181	151,089	—
Shipping Tax . . . . .	1,142	3,119	—

(Continued)

Description	1923	1922	1910
Vehicle Tax . . . . .	<sup>Yen</sup> 541,729	432,238	—
Receipts from Imperial Donation Funds .	917,439	937,293	—
Subsidy from Central Government . .	2,804,691	3,618,778	235,427
Balance Transferred . . . . .	1,714,847	1,360,725	56,390
Other Sources . . . . .	2,445,735	2,361,005	33,644
<b>Total . . . . .</b>	<b>19,135,590</b>	<b>19,293,658</b>	<b>1,309,770</b>
<b>Expenditure</b>			
Civil Engineering. . . . .	<sup>Yen</sup> 5,199,480	4,911,100	303,464
Industrial Encouragement. . . . .	4,758,504	4,310,867	104,458
Affording Means of Livelihood . . .	1,481,697	1,340,684	—
Education . . . . .	5,581,195	6,698,395	164,238
Sanitation & Hospitals. . . . .	296,273	211,922	35,281
Relief & Charity . . . . .	31,304	33,880	3,600
Provincial Councils. . . . .	81,820	83,671	—
Social Works. . . . .	359,798	485,902	—
Transferred to Imperial Donation Funds.	56,317	75,835	—
Miscellaneous . . . . .	954,611	771,794	135,265
Reserves . . . . .	334,591	369,606	—
<b>Total . . . . .</b>	<b>19,135,590</b>	<b>19,293,658</b>	<b>748,306</b>

## (2) Undertakings with Imperial Donation Funds

The Imperial Donation Funds amounting to 30,000,000 *yen* were granted at the time of annexation, and of this amount 17,398,000 *yen* was allotted to prefectures and districts as funds for such works as undertakings affording means of livelihood, educational works, and relief works. The funds are permanently in the care of the provincial governors, and the interest derived from them, aggregating 869,900 *yen* per annum, is devoted to the above-mentioned works in the proportion of sixty, thirty, and ten per cent. respectively. These undertakings, carefully selected to accord with actual local conditions, have been established as widely as possible. It being observed of late that the rapid change in social conditions is menacing the living of the lower classes, various social works have also been started by the Govern-

ment, and since the year 1911 the annual expenditure on all these works is estimated at between 1,000,000 and 1,300,000 *yen*.

Undertakings with the Imperial Monetary Grant and those at provincial expense are both under the management of provincial governors, and do not differ much in substance, so on the purport of the Imperial Grant being widely made known to the people its account was incorporated in the provincial budgets in the fiscal year 1917 for the sake of greater convenience in management. The sum thus annually included is between 900,000 and 1,000,000 *yen*.

### (3) Present Condition

Although enterprises with the Imperial Monetary Grant are now managed along with those at provincial expense, the scope of these works is distinctly marked out so that posterity may long enjoy the Imperial favour.

As already described, enterprises at provincial expense come under five heads, viz., (1) public works, (2) sanitation and hospitals, (3) relief and charity, (4) industrial encouragement, and (5) education. Public works are primarily concerned with road construction and repairs, rivers, harbours, water-utilization, irrigation, land-clearing, etc. Sanitation occupies itself chiefly with vaccination, inspection of carcasses, and also the building of isolation hospitals, public wells, street latrines, etc. Relief and charity works take care of the sick or dying on the road and other needy people. Industrial encouragement takes up the development of local industries such as agriculture, sericulture, forestry, fishery, weaving, paper manufacture, etc., and, for agricultural improvement, seedling stations are now maintained by all the provinces after the example of Japan proper. These stations conduct experiments with various species, and distribute among the farmers improved seeds, seedlings, and livestock, while they give the training needed in farming, carry on inspection of all rice and beans for export in order to secure uniform quality, and also send out itinerant technical experts for the practical guidance of the country people. Besides, as economic crops the planting of American cotton and the sugar-beet is extensively encouraged. In sericulture, the climatic conditions of Chosen being very favourable, remarkably good results have already rewarded this official encouragement, and to effect further improvement in it nurseries have been formed for the production of silkworm eggs of superior species, and stations for the combating of diseases attacking the silkworm



and for controlling the sale of silkworm eggs and mulberry trees, and in addition, visiting experts are sent round to give the farmers proper suggestions for the betterment of their work. For forestry and fishery a number of experts have specially been appointed to instruct the people in these lines. Lastly, in education the establishment or maintenance of agricultural, industrial, and commercial schools of secondary grade is carried on, and by the aid of subsidies from the Imperial Donation Funds elementary educational works also.

Originally, enterprises with the Imperial monetary grant were of three kinds, but in view of the rapidly changing social conditions various social works have been added. Relief works are carried on in the time of calamities, giving succour to the sufferers by providing them with seed-grain, foodstuffs, huts, farming tools, etc. In educational works the aim is principally to subsidize elementary schools, as already mentioned. Undertakings affording means of livelihood are chiefly for those having no fixed occupation or property, so as to enable them to obtain permanent employment. For instance, to those too poor to enter the sericultural school, boarding expenses are allowed, and to those successfully completing the training course capital is furnished to enable them to start on their own account. As social works, the establishment of public markets, pawn-shops, bath-houses, lodging-houses, laundries, people's luncheon-rooms, agencies for labourers, free medical treatment of the sick poor, and the care of orphans are extensively carried on.

## 76. Public Corporations

### (1) Municipalities

Most of the urban prefectures were found in open ports, and in them Japanese municipalities, foreign settlements, and other local bodies existed side by side, each pursuing its own system, while for the management of public business relating to Koreans no organ was provided, so that many obstacles were encountered in conducting municipal administration. In April, 1914, therefore, new organic regulations for urban prefectures were enforced, and Koreans, Japanese and foreigners alike were brought under one uniform system.

Prefectural Municipalities were then created as legal bodies in

the principal cities in Chosen, and their respective jurisdictional districts were made to coincide with those prefectures established as state administrative divisions. The Prefects, who are appointed by the State, represent *ex officio* the inhabitants and conduct all municipal business, and the municipal councils act as their advisory organs. Until recently the members were appointed by the provincial governor subject to approval by the Governor-General, but as a result of the reorganization of the Government-General, and in response to the demands of the times, the members are now elected by popular vote so that the councils may be really representatives of the general public.

The expenditure by municipalities was in principle to be defrayed with the income from rents, fees, and public properties, but these sources being inadequate the chief source of revenue is now found in municipal taxes, while receipts from rents and fees, municipal loans, and State and local subsidies follow in order. Municipal taxes consist of additional levies in the State taxes on urban land and the local taxes on buildings, and other special taxes of which the major are the business tax and the house tax. In imposing these taxes care is taken to avoid any pronounced increase in the burden on the residents, especially on the Koreans, so on the whole few complaints have been made; on the contrary, the income from municipal taxes improving year by year, the financial condition of the municipalities may safely be said to present a flourishing aspect. The table below gives the aggregate accounts of 12 municipalities for several years, revenue and expenditure being understood to be equal:—

1928	1922	1921	1920	1919	1918
<i>Yen</i> 7,978,774	7,379,684	4,214,553	3,749,238	2,388,121	1,945,886

The average amount of the burden on each municipal household was 5.75 *yen* for the fiscal year 1918, while for 1922 it reached 14.32 *yen*. In each municipality the Korean population is two to four times as large as the Japanese, yet, taking into consideration their economic condition, their share of the burden has generally been in inverse ratio to that of the Japanese. In recent years, however, owing to the general improvement in the financial strength of the Koreans, the burden on the two peoples is tending to become better distributed. Particulars are given in the following table:—

	Year	Japanese	Korean	Foreign	Total
Municipal Population . . .	1922	188,905	448,138	10,932	647,975
	1921	184,211	440,105	10,869	635,185
	1920	179,148	404,305	8,062	591,515
Municipal Taxes . . . .	1922	Yen 1,508,015	Yen 515,285	Yen 81,512	Yen 2,104,812
	1921	1,387,739	418,143	54,960	1,860,842
	1920	1,175,915	393,356	49,816	1,619,087
Average Per Household . .	1922	Yen 32.483	Yen 5.292	Yen 26.108	Yen 14.327
	1921	33.052	4.661	19.677	13.940
	1920	25.397	4.341	27.799	11.674
Percentage of Burden . . .	1922	71.6	24.5	3.9	100.0
	1921	74.6	22.4	3.0	100.0
	1920	72.6	24.4	3.0	100.0

Following on the boom in the economic world the tax-bearing capacity of the people increased so appreciably that some increase in rates was quite justified. Accordingly, the increase in revenue demanded by expansion in municipal expenditure was largely met by raising the rates of the business tax and by a tax on amusements.

Although there are many works that have to be undertaken and managed by municipalities, anything like sudden increase in the burden on the inhabitants, especially on the Koreans, has been avoided as far as possible, and works most urgently needed and requiring big expenditure have been undertaken by raising public loans. The more important works undertaken by the municipalities are (1) waterworks, (2) sewerage, (3) general and isolation hospitals, (4) social works, and (5) street, road, and bridge construction and repair, scavenging, and maintenance of abattoirs, cemeteries, crematoriums, markets, parks, town halls, public libraries, and firebrigades.

## (2) Villages

In the days of the Korean Government village administration throughout the country was in a very confused state, no distinction being maintained between public and private affairs, yet it was concerned with hardly anything beyond the collecting of State taxes and census-taking. So, on the present régime being instituted in 1910, organic regulations for local government were promulgated, and contained a specific provision respecting village headmen. By it a headman was to act as assistant to the district magistrate in conducting the administrative business in a village, while he was required to have a public office, or, if conducted at his own house, to set apart

a room for public business only, and at the same time permanent clerks were appointed to village offices. Later on every district held occasional conferences of village headmen and formed an institute for village clerks, so that the better management of their respective villages might be secured.

Formerly, villages were not authorized to make a levy for anything outside salaries and office expenses, so that being in reality without financial power to conduct any public enterprise, those most necessary for their development could only be carried out by various private associations or as joint undertakings, and great lack of uniformity was experienced. Accordingly, in 1914, the number of villages was reduced by one-half to give effect to financial readjustment, and, taking into account gradual improvement in popular conditions as well as in village affairs, a new village system was finally instituted in 1917. Indeed, the adoption of this new system might be called an epoch-making event in the history of local administration, for by this villages for the first time were distinctly recognised as public bodies of some importance.

According to this system, villages are the lowest of the administrative divisions, and are local bodies conducting all public business within their jurisdictions with village headmen as sole managers. The expenses of village offices are met by the income from levies, fees, and rents, but, by those villages specially designated by the Government, loans can be floated for enterprises, and 4 to 8 honorary advisers were appointed to each as consultants.

After the reorganization of the Government-General it was further considered advisable to make revision in the existing village system in view of the situation, and this was done in July, 1920. The most important revision was the creation of new village councils as advisory organs in all villages. Membership of these was made elective or nominative according to the standing of the village, and their function is principally to discuss village finances.

At present the number of villages is 2,504, including 41 designated ones. Their total expenditure figured in 1919 at some 6,093,000 *yen* and increased in this fiscal year to nearly 16,654,000 *yen*, largely due to the growing expansion of the various works with which they are charged. Public undertakings common to a majority of them are (1) the building of roads and bridges and the upkeep of ferry-boats and river-banks; (2) the holding of markets and work in model forestry and farming; (3) the maintenance of cemeteries, crematories,

abattoirs, isolation hospitals, water supply, drainage, cleansing, and disinfection; and (4) fire-brigades and defence against floods. Besides these, some villages maintain jetties, moorings, electric lighting and relief works.

### (3) School Associations

Formerly, in places other than cities or open ports in which Japanese municipalities were organized, the education of Japanese children was conducted by School Associations, and these were finally recognised as juridical persons by virtue of the regulations issued in 1909. On the abolition of Japanese municipalities and the adoption of the new municipal system, all public undertakings were transferred to the Prefectural Office. But educational measures for Japanese children could not be transferred to the local administration proper, since it bore on Koreans and Japanese alike, because the different conditions and language of the two peoples prevented their being brought under the same educational treatment for some time to come. On account of this, the regulations for school associations were revised, and a school association was required to be organized in each urban prefecture, and to it was transferred all educational matters affecting Japanese.

According to the revised regulations, a school association is formed by Japanese residents possessing a certain qualification. It being self-governing, in contrast to other government offices, it has a council composed of 6 to 18 elected members. Prefects act *ex officio* as superintendents of school associations, provided the jurisdictional district of the association covers that of the urban prefecture, otherwise the superintendent is selected from among Japanese residents of good repute by the provincial governor, and, with few exceptions, the post is honorary.

School Associations maintain elementary schools in general, but those in cities maintain girls' high schools, commercial schools, and kindergartens in addition. Under the management of these school associations there were, at the end of March, 1922, 430 primary schools, 13 girls' high schools, 5 commercial schools, and 5 elementary commercial schools.

As the school association system has been but a short time established its financial foundation is not yet sufficiently firm. Its chief source of revenue being found only in the levying of rates, its upkeep is not an easy matter in most cases, so the Government not

only grants the associations special subsidies to aid in school building and equipment, but yearly subsidies also toward ordinary expenses. It has been recently observed, however, that the rates levied are yearly on the increase, and that the burden on Japanese residents is becoming much heavier, so efforts are being made on the part of the authorities to effect reduction in expenses. Meanwhile, how to improve the method of levying rates is under investigation. In the fiscal year 1920 the increase in salaries and expenses due to the extraordinary rise in prices, with the consequent increase in rates by about 80 per cent., caused considerable increase in the general accounts as well. The following table shows the aggregate budget of school associations and the average burden on each household for the last few years:—

	Number of Associations	Population forming Associations	Budget <i>Yen</i>	Average Burden per Household <i>Yen</i>
1922 . . . . .	401	342,905	5,580,526	25.23
1921 . . . . .	394	322,437	4,418,749	24.38
1920 . . . . .	384	325,483	4,354,070	21.15
1919 . . . . .	363	312,541	2,391,245	11.79
1918 . . . . .	352	304,481	1,863,264	3.93

#### (4) Management of Public Schools for Koreans

In the fiscal year 1918 public schools for Korean children numbered 466 throughout the country, and the expenditure for them amounted to 1,835,000 *yen*, of which only 195,000 *yen*, namely about ten per cent. of the whole, fell upon the Korean population, the average burden on each household being as low as six *sen*, while the rest was met by government assistance. However, in view of the ever-growing need of common education among the people a programme was drawn up in 1919 to found 400 more schools within the next four years on the standard of "one school to every three villages at least," and this necessarily meant large increase in expenditure and consequent increase in the incidence of the school tax, as well as in the amount of government aid.

	1922	1921	1920	1919	1918
Schools . . . . .	890	753	603	498	466
Expenditure . . . . .	1,000 13,309	10,385	8,143	2,514	1,835
School Tax . . . . .	6,511	4,766	4,377	527	195
Average Burden Per Household .	2.03	1.49	1.39	0.16	0.06

### (5) Water-utilization Associations

Agriculture leads all other productive industries in Chosen and, in especial, is the production of rice of great importance. In developing this industry therefore and thereby enhancing the wealth of the country nothing is more essential than irrigation works. Possessed with this idea, the Japanese Resident-General prevailed on the old Korean Government to promulgate Regulations for Water-utilization Associations so that they might conduct irrigation, drainage, reclamation of waste land, etc. But as these regulations were enacted simply to meet the needs of the times they soon fell out of date and could no longer cope with the situation, so new regulations were framed and put into force in October, 1917, thus consolidating the system of Water-utilization Associations as well as making them conform with the progress in agricultural ideas in the populace.

These associations are recognised by the new regulations as juridical persons with irrigation, draining, and flood prevention for their object, and the land served by any one association is regarded as its scene of operations, while the owners of the lands, houses, and other properties necessarily form its membership. The associations have each a president and secretaries, besides a council whose business it is to discuss financial and other important matters. The associations are also authorized to levy rates from its members for their maintenance, as well as to raise public loans for fresh enterprises, and in case of need they can co-operate by forming unions. In April, 1919, with the object of promoting their work the Government issued regulations for subsidizing these associations, and at the same time arranged to detail special engineers from the Government to assist them. Further, in December, 1920, new regulations for helping on land improvement work were published, and the amount of subsidy was increased.

At the end of this fiscal year existing associations numbered 50. Of these, 4 were organized previous to annexation, while of the 46 remaining 38 date from the year 1919 onward. For further particulars readers are referred to the Chapter on Agriculture.

# INVESTIGATION OF HISTORIC REMAINS

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## 77. General

The investigation of historic remains, especially of ancient architecture, was first undertaken by the former Korean Government, and is still carried on under the present régime. The first stage being completed by the end of 1915, the reports received were duly published, but as they dealt with only a few of the most typical historic remains, a five-year programme was introduced in the following year for the conduct of extensive investigation of important remains and relics throughout the peninsula, including those of prehistoric age, as well as of the periods of Han, Kokuryu, Kara, Pakjeh, Silla, Poha, and Koryu, and this was begun in September, 1916, and completed in March, 1921, in which time castles, tumuli, shell-mounds, temples, tombs, towers, Buddhist images, bells, stone-lanterns, banners, monuments, documents, etc., all possessed of their own peculiarity, were fully investigated, and the famous monument of King Hotai of Kokuryu and Whando Castle in Chi-an-hsien, Manchuria, were once more carefully examined. Each year the reports sent in were published, and 6 ample reports and 8 elaborate albums have already been compiled.

In July, 1916, an Historic Remains Investigation Commission was formed to decide the general lines for investigation, preservation, and collection of historic remains and relics, with the further idea of inducing its members to become more interested in the actual investigation of them.

In this way the most important historic remains and relics in Chosen have been brought to light in outline, but, in order to make more thorough investigation as to vestiges of an earlier civilization, a thirteen-year programme from the year 1921 was formulated.

## 78. Preservation

Regulations for the preservation of historic remains and relics



were issued in July, 1916, requiring entry to be made of all those decidedly worthy of preservation in a register, discoverers of them to make report about their discovery, and sanction of the authorities to be obtained for their removal, repair, disposal, etc., and making provision for the proper preservation of those deemed of greatest interest.

The number of historic remains and relics finding place in the register now totals 385, including the ten-storied tower in Pagoda Park, Keijo, which park itself was the former site of an ancient temple called Engaku-ji, and those put in repair and maintained at national expense or by the help of a government subsidy number 114, comprising tumuli, tombs, mounds, towers, monuments, edifices, pavilions, storied-gates, stone images, etc..

Korean literature, science, and arts all developed with Buddhism as their centre. Indeed, in the palmy days of Korean Buddhism various styles of architecture came into being, and not a few of them are now found very valuable as material for the study of ancient oriental arts. Nevertheless, they have, for the most part, been allowed to fall into ruin simply from lack of funds, so the Government has at last decided to have them properly cared for by granting subventions to the religious bodies holding them.

The present Art Museum in the grounds of Keifuku or North Palace was established by making use of the main building erected as part of the Products Exhibition held in 1915 to commemorate the fifth anniversary of the new administration of Chosen, as well as of a portion of the old palace buildings, and was thrown open to the general public in December of that year, the exhibits being classified according as they are illustrative of the institutions, customs and manners, literature, religion, fine arts, etc., of ancient Korea. There are also specimens of Japanese, Chinese, and Indian work, and the objects on view now number some 8,600.

Visitors to the museum during the year under review numbered 64,420, including 1,800 foreigners, averaging 5,368 a month.





Views of Diamond Mountain



# APPENDIX

## A

### **Treaty of Annexation, Signed on August 22, 1910, and promulgated on the 29th of August**

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His Majesty the Emperor of Japan and His Majesty the Emperor of Korea, having in view the special and close relations between Their respective countries, desiring to promote the common weal of the two nations and to assure permanent peace in the Extreme East, and being convinced that these objects can be best attained by the annexation of Korea to the Empire of Japan, have resolved to conclude a Treaty of such annexation, and have for that purpose appointed as Their Plenipotentiaries, that is to say:—

His Majesty the Emperor of Japan, Viscount *Masakata Terauchi*, His Resident-General;

And His Majesty the Emperor of Korea, *Yi Wan Yong*, His Minister President of State;

Who, upon mutual conference and deliberation, have agreed to the following Articles.

Article 1. His Majesty the Emperor of Korea makes complete and permanent cession to His Majesty the Emperor of Japan of all rights of sovereignty over the whole of Korea.

Article II. His Majesty the Emperor of Japan accepts the cession mentioned in the preceding Article, and consents to the complete annexation of Korea to the Empire of Japan.

Article III. His Majesty the Emperor of Japan will accord to Their Majesties the Emperor and ex-Emperor and His Imperial Highness the Crown Prince of Korea and Their Consorts and Heirs such titles, dignity, and honour as are appropriate to Their respective ranks, and sufficient annual grants will be made for the maintenance of such titles, dignity, and honour.

Article IV. His Majesty the Emperor of Japan will also accord appropriate honour and treatment to the members of the Imperial House of Korea and their heirs other than those mentioned in the preceding Article, and the funds necessary for the maintenance of such honour and treatment will be granted.

Article V. His Majesty the Emperor of Japan will confer peerages and monetary grants upon those Koreans who, on account of meritorious services, are regarded as deserving such special recognition.

Article VI. In consequence of the aforesaid annexation, the Government of Japan assumes the entire government and administration of Korea and undertakes to afford full protection for the persons and property of

Koreans obeying the laws there in force, and to promote the welfare of all such Koreans.

Article VII. The Government of Japan will, so far as circumstances permit, employ in the public service of Japan in Korea those Koreans who accept the new régime loyally and in good faith and who are duly qualified for such service.

Article VIII. This Treaty, having been approved by His Majesty the Emperor of Japan and His Majesty the Emperor of Korea, shall take effect from the date of its promulgation.

In faith whereof, the respective Plenipotentiaries have signed this Treaty, and have affixed thereto their seals.

Viscount Masakata Terauchi,  
*Resident-General.*

The 22nd day of the 8th month of the 43rd year of *Meiji*.

Yi Wan Yong,  
*Minister President of State*

The 22nd day of the 8th month of the 4th year of *Nung-hui*.

## B

### Imperial Rescript on Annexation

We, attaching the highest importance to the maintenance of permanent peace in the Orient and the consolidation of lasting security to Our Empire and finding in Korea constant and fruitful sources of complication, caused Our Government to conclude in 1905 an Agreement with the Korean Government by which Korea was placed under the protection of Japan in the hope that all disturbing elements might thereby be removed and peace assured for ever.

For the four years and over which have since elapsed, Our Government have exerted themselves with unwearied attention to promote reforms in the administration of Korea, and their efforts have, in a degree, been attended with success. But, at the same time, the existing régime of government in that country has shown itself hardly effective to preserve peace and stability, and, in addition, a spirit of suspicion and misgiving dominates the whole Peninsula. In order to maintain public order and security and to advance the happiness and well-being of the people, it has become manifest that fundamental changes in the present system of government are inevitable.

We, in concert with His Majesty the Emperor of Korea, having in view this condition of affairs and being equally persuaded of the necessity of annexing the whole of Korea to the Empire of Japan in response to the actual requirements of the situation, have now arrived at an arrangement for such permanent annexation.

His Majesty the Emperor of Korea and the members of His Imperial House will, notwithstanding the annexation, be accorded due and appropriate treatment. All Koreans, being under Our direct sway, will enjoy growing prosperity and welfare, and with assured repose and security will come a marked expansion in industry and trade. We confidently believe that the new order of things now inaugurated will serve as a fresh guarantee of enduring peace in the Orient.

We order the establishment of the office of Governor-General of Korea. The Governor-General will, under Our direction, exercise the command of the army and navy, and a general control over all administrative functions in Korea. We call upon all of Our officials and authorities to fulfil their respective duties in appreciation of Our will, and to conduct the various branches of administration in consonance with the requirements of the occasion, to the end that Our subjects may long enjoy the blessings of peace and tranquillity.

[HIS IMPERIAL MAJESTY'S SIGN-MANUAL]

[PRIVY SEAL.]

*The 29th day of the 8th month of  
the 43rd year of Meiji.*

(Countersigned)

Marquis Katsura Taro.

*Minister President of State and  
Minister of State for Finance.*

Viscount Terauchi Masakata,  
*Minister of State for War.*

Count Komura Jutarō,  
*Minister of State for Foreign  
Affairs.*

Baron Saitō Minoru,  
*Minister of State for the Navy.*

Baron Doctor Hirata Tōsuke  
*Minister of State for Home  
Affairs.*

Baron Goto Shinpei,  
*Minister of State for Communi-  
cations.*

Mr. Komatsubara Yeitarō,  
*Minister of State for Education  
and Minister of State for Agri-  
culture and Commerce.*

Viscount Okabe Nagamoto,  
*Minister of State for Justice.*

## C

### **The Late Korean Emperor's Rescript on Cession of Sovereignty**

**(Promulgated on August 29, 1910)**

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Notwithstanding Our unworthiness We succeeded to a great and arduous task, and from Our accession to the Throne down to the present time We have used Our utmost efforts to follow the modern principles of administration. In view, however, of the long-standing weakness and deep rooted evils, We are convinced that it would be beyond Our power to effect reforms within a measurable length of time. Day and night We have been deeply concerned about it, and have been at a loss to find the means how to rectify the lamentable state of things. Should it be left as it goes on, allowing the situation to assume more serious phase, We fear that We will finally find it impossible to adjust it in any way. Under these circumstances We feel constrained to believe it wise to entrust Our great task to abler hands than Ours, so that efficient measures may be carried out and satisfactory results obtained therefrom. Having taken the matter into Our serious consideration and firmly believing that this is an opportune time for immediate decision, We have ceded all the rights of sovereignty over Korea to His Majesty the Emperor of Japan in whom We have placed implicit confidence and with whom We have shared joy and sorrow from long time since, in order to consolidate the peace of the Extreme East and ensure the welfare of Our people.

You, all the people, are expected not to give yourselves up to commotion, appreciating the present national situation as well as the trend of the times, but to enjoy the happiness and blessings by pursuing your occupations in peace and obeying the enlightened new administration of the Empire of Japan. We have decided to take this step by no means disregarding your interest but in Our eagerness to relieve you of this deplorable situation. We command you, therefore, to take due cognizance of Our wishes.

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## D

### **Imperial Rescript Concerning the Reorganization of the Government-General of Chosen**

**(Promulgated on August 19, 1919)**

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We have ever made it Our aim to promote the security and welfare of Our territory of Korea, and to extend to the native population of that territory as Our beloved subjects a fair and impartial treatment in all respects, to the end that they may without distinction of persons lead their lives in peace and contentment. We are persuaded that the state of development at which the general situation has now arrived calls for certain reforms in the administrative organization of the Government-General of Korea, and We issue Our Imperial command that such reforms be put into operation. The measures thus taken are solely designed to facilitate the working of administration and to secure good and enlightened government in pursuance of Our settled policy, and in fulfilment of the altered requirements of the country. Specially in view of the termination of the war in Europe and of the rapid changes in the conditions of the world do We consider it highly desirable that every effort should be made for the advancement of the national resources and the well-being of the people. We call upon all public functionaries concerned to exercise their best endeavours in obedience to Our wishes in order that a benign rule may be assured to Korea, and that the people, diligent and happy in attending to their respective vocations, may enjoy the blessing of peace and contribute to the growing prosperity of the country.

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## E

### **Governor-General's Instruction to High Officials Concerning Administrative Reforms**

**(Issued on Sept. 3, 1919)**

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The main policy of the administration of Chosen is clearly embodied in the Imperial rescript issued on the occasion of the annexation of Chosen

in 1910. The progress made by Chosen since she was brought under Japanese rule, in education, industry, communications, sanitation, and other directions, has been remarkable, thanks to the efforts of those who have been responsible for the administration of the country. It cannot be denied, however, that during the ten years that have elapsed since the annexation of Chosen the general affairs in the peninsula have undergone such change that the Government has thought it advisable to frame and promulgate a new organization of the Government-General of Chosen.

The purport of the revised official organization is to enlarge the application of the principle of universal brotherhood, which is the keynote of the Imperial rescript recently issued. The official organization has been altered in such a way that either a civil or military man may be appointed at the head of the administration in Chosen. The gendarmerie system has been abolished and replaced by the ordinary police system. Further, an improvement has been introduced in the matter of the eligibility for appointment of Koreans as officials. The whole aim and object of the revised organization is, in short, to give more happiness and satisfaction than is the case at present by bringing their treatment socially and politically on the same footing as the Japanese.

I am not well conversant with all the phases of affairs in Chosen and will have to depend on your guidance and suggestions in carrying out the object of the Imperial rescript. At the same time, I would like to call your attention to the following points in regard to the administration of Chosen.

All officials of the Government-General should do their best to discharge their duties in a conscientious and impartial manner, so that the public may be induced to rely on them. All official routine should be simplified and made easier, avoiding red-tape as far as possible. The rights of the people should be respected, and the freedom of press and speech should not be interfered with unless it is distinctly calculated to be inimical to the preservation of peace. Special attention should be paid to the improvement in education, industry, communications, police, sanitation, and social works, as well as in general administrative and judicial matters, so that the welfare of the Koreans may be advanced with the ultimate object of the establishment of local autonomous government.

What is required of the officials who are charged with the administration of Chosen is that they should acquaint themselves with the general trend of ideas among the Koreans and adopt a method of administration which will be in keeping with the requirements of the times. In other words, efforts should be made so that the political foundations may be placed on a firm, secure basis. The Koreans and Japanese must be treated alike as members of the same family. If the officials in Chosen try to live up to the ideals set forth in the Imperial rescript, there is no doubt that the Koreans will be induced to recognise the benefit of Japanese rule.

.F

## **Governor-General's Proclamation to the People of Chosen**

**(Issued on September 10, 1919)**

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On my assumption of duty as Governor-General, the organization of the Government-General was revised. Accordingly, I desire to address a few words to the people at large.

That the administrative policy of Chosen should be based on the great principle of placing the Japanese and Korean peoples on an equal footing and should aim at promoting their interests and happiness, as well as at securing the permanent peace of the Far East, was determined upon at the very beginning. Those successively charged with the administration of this peninsula duly appreciated its meaning and strove to improve and develop its people and resources. The people, too, diligently engaged in their business. It is now recognised at home and abroad that the present development of Chosen came as the result of their joint efforts. It goes without saying, however, that all administrative institutions must be planned and executed in conformity with the standard of popular living and the progress of the times, so that appropriate measures may be carried out and popular desires prevented from taking a wrong course. The times have progressed so much and civilization too that it is difficult to draw a comparison between this and former days. Since the great European War was brought to an end, moreover, the condition of the world and human psychology have undergone a marked change. In deference to this hard fact His Majesty's Government, through a revision in the Organic Regulations, enlarged the sphere of appointment for the Governor-General, reformed the police system, and made such provision for simplification and prompt transaction of State business and the diffusion of enlightened administration as to bring them in perfect accord with the forward movement of this age. On assuming my present duty by Imperial order I determined in my own mind to pursue faithfully the State policy and vindicate the spirit of annexation. I am determined to superintend officials under my control and encourage them to put forth greater efforts to act in a fairer and juster way, and promote the facilities of the people and the unhindered attainment of the people's desires by dispensing with all formality. Full consideration will be given to the appointment and treatment of Koreans so as to secure the right men for the right places, and what in Korean institutions and old customs is worthy of adoption will be adopted as a means of government. I also hope to introduce reform in the different branches of administrative activity, and enforce local self-government at the proper opportunity, and thereby ensure stability for the people and enhance their general well-being. It is most desirable that the government and governed throw open their hearts and minds to each other and com-

bine their efforts to advance civilization in Chosen, solidify its foundation of enlightened government, and thus answer His Majesty's benevolent solicitude. If anybody is found guilty of unwarrantably refractory language or action, of misleading the popular mind, and of impeding the maintenance of public peace, he will be met with relentless justice. May it be that the people at large will place reliance on all this.

September 10, 1919.

BARON MAKOTO SAITO,  
Governor-General of Chosen.

## G

### Governor-General's Address to Provincial Governors

(Delivered on October 3, 1919)

Gentlemen:—I am very glad to have opportunity at this meeting of Provincial Governors to speak to you of my policy and to listen to your opinions concerning the administration of Chosen.

When I assumed my duty last month, I made up my mind to establish in the country a civilized administration by conforming my policy to the idea of His Majesty that both Koreans and Japanese should be treated as equals. As you are already well aware, I issued some time ago an instruction to all the officials serving in the Government-General and its affiliated offices. Since that time the Government-General itself has been, and is, endeavouring to carry out various important measures. Gentlemen, I do not doubt that you also have carried out or are intending to carry out these reforms, and are leading your subordinates in the same spirit as myself. I earnestly desire you to realize the administrative reforms by entering into the spirit of my instruction more thoroughly than ever. As to concrete plans and measures to be followed for effecting the reforms, the Administrative Superintendent will separately give you instructions. By observing these instructions you are expected to introduce a new spirit and new life into the government of this country and attain good results.

The most important task to be accomplished to-day is the adjustment and completion of the police organs and the maintenance of public peace and order. However, at this transition time, when the replacement of gendarmes with ordinary police is being effected, it is very difficult to expand the police force. Besides, arrangements for various police organs have not

as yet been completed. I can well sympathise with you in your anxiety and trouble, standing, as you do, in this difficult situation, but I ask you to ensure the peace of the localities under your jurisdiction and make the people under your administration repose full confidence in the authorities, by maintaining satisfactory and smooth relations with all the public offices interested in this task, and by checkmating the activities of agitators through taking the best possible measures.

This year's drought in places north of the central part of this peninsula was so severe as to be unprecedented in recent years. In consequence, in these places only very poor crops have been obtained and many people are suffering from scarcity of food. To study measures for relieving them, a committee has been specially organized and general plans for doing so have been decided on. Gentlemen, you are asked to follow these plans in the main and leave no room for criticism in assuring the sufferers in affected localities of safe living by taking such measures as are appropriate to local conditions.

The world's thoughts and ideas are in an unsettled state due to the great European War. In these days it is of the utmost importance to restrain our people from resorting to thoughtless and harmful acts, to induce them calmly to pursue their respective occupations, and to allow them freedom to make orderly progress, for all this is the way by which the State can attain a healthy development. Especially is it important in Chosen, where disturbances have broken out one after another since March last, where wild rumours still continue to be in the air, and where the popular mind is still disturbed, to free the people from anxiety and lead them in a right direction.

I hope and desire that, together with your subordinates, you will put forth greater efforts than hitherto to open up a new and happy era in the administration of this peninsula by adapting your course to the progress of the times.

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## H

### **Governor-General's Instruction on Publication of Revised Educational Regulations for Chosen**

**(Issued on February 6, 1922)**

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Over ten years have elapsed since the existing Chosen Educational Ordinance was enforced. In this interval the progress of society and the

development of popular resources have been very marked, and it appears that Chosen has turned a new leaf. On assuming my present duties, I began with declaring reform in education as forming the basis of the culture of a community. I have since steadily instituted various investigations with a view to reforming the educational system, and have ascertained the opinions of many intelligent persons, both official and private, by appointing a Special Educational Investigation Committee. The result is the promulgation of the new Chosen Educational Ordinance.

As the Chosen Educational Ordinance now in force was instituted under the principle of making it essentially simple and practical in view of the condition and standard of popular civilization prevailing at the time, it was, as all will readily admit, well adapted to those conditions and has contributed in no small degree to the progress of civilization in this country. The times, however, have never ceased to change and will not allow any institution to stand still for any long time. They imperatively demand reform after reform to conform to their requirements, and no institution will be able to meet the requirements of the times without timely readjustment. This is why provisions for normal school and college education have been added to the Ordinance, at the same time that the standard of primary, commercial, industrial, and professional education has been raised under the basic principle that Japan and Chosen should have one and the same complete institution that they may enjoy common prosperity.

Nevertheless a difference in circumstances between the two countries still exists, so primary education will go on as before, retaining the old names for its machinery, but means have been provided whereby children will be enabled to study in a way suited to their peculiar circumstances.

I think that the recent trend of the times is stimulating enthusiasm for education and is very urgent in demanding the completion of educational provisions. In promulgating the new Educational Ordinance at this juncture, the Government has no other object but to make it an instrument whereby education may be propagated ever more widely and in a more thorough-going manner, and that the masses may enjoy the greater blessing of a more advanced civilization and be given the power to enhance their well-being. The governors and governed should cooperate with one mind to choose plain and sound measures under the guidance of the new Ordinance and thus minister to the prosperity of the Empire and, advancing yet a step farther, contribute to the development of the culture of the world.

## Weights, Measures, and Moneys, with English Equivalents

JAPANESE	ENGLISH
<i>Ri</i>	2.44 Miles
Square <i>Ri</i>	5.95525 Miles
<i>Cho</i> =10 <i>Tan</i>	2.45 Acres
<i>Tsubo</i> =6 <i>Shaku</i> Square	3.95382 Square Yards
<i>Koku</i> (Dry)	4.9629 Bushels
„ (Liquid)	39.7033 Gallons
<i>Kan</i> =1,000 <i>Mommé</i>	8.28 Pounds
<i>Kin</i>	1 Pound
<i>Mommé</i>	0.1325 Ounces
„	3.7565 Grammes
<i>Shaku</i>	0.994 Foot
<i>Shaku-jimé</i>	12 Cubic Feet
<i>Ken</i> =6 <i>Shaku</i>	5.965 Feet
<i>Yen</i> =100 <i>Sen</i>	2s Od. 582

## Geographical Place Names

Japanese	Korean	Japanese	Korean
<b>Provinces.</b>		<i>Kaijo</i>	<i>Kai-song (Songdo)</i>
<i>Chūsei-dō</i>	<i>Chyung-chyong-dō</i>	<i>Kainei</i>	<i>Hoi-lyong</i>
<i>Heian-dō</i>	<i>Pyōng-an</i> "	<i>Keishu</i>	<i>Kyong-jyu</i>
<i>Keiki-dō</i>	<i>Kyong-geui</i> "	<i>Kenjiho</i>	<i>Kyumipo</i>
<i>Keishō-dō</i>	<i>Kyong-sang</i> "	<i>Kokai</i>	<i>Kang-gei</i>
<i>Kōgen-dō</i>	<i>Kang-uon</i> "	<i>Kokei</i>	<i>Kang-gyong</i>
<i>Kōkai-dō</i>	<i>Hoang-hai</i> "	<i>Ryūzan</i>	<i>Yong-san</i>
<i>Kankyō-dō</i>	<i>Ham-gyong</i> "	<i>Sainei</i>	<i>Chai-ryung</i>
<i>Zenra dō</i>	<i>Chyol-la</i> "	<i>Sensen</i>	<i>Syon-chyong</i>
<b>Provincial Capitals</b>		<i>Shariin</i>	<i>Sa-ri-won</i>
<i>Gishū</i>	<i>Wi-jyu</i>	<i>Shōjō</i>	<i>Chyang-song</i>
<i>Heijō</i>	<i>Pyōng-yang</i>	<i>Suian</i>	<i>Syu-an</i>
<i>Kaishū</i>	<i>Hai-jyu</i>	<i>Suigen</i>	<i>Su-won</i>
<i>Kankō</i>	<i>Ham-heung</i>	<i>Taiden</i>	<i>Tai-jyon</i>
<i>Keijō</i>	<i>Kyong-song (Seoul)</i>	<i>Tetsugen</i>	<i>Chul-won</i>
<i>Kwōshū</i>	<i>Kwang-jyu</i>	<i>Torai</i>	<i>Tong-nai</i>
<i>Koshū</i>	<i>Kong-jyu</i>	<i>Unzan</i>	<i>Unsan</i>
<i>Ranan</i>	<i>La-nam</i>	<i>Yeitoho</i>	<i>Yong-dung-po</i>
<i>Seishū</i>	<i>Chyong-jyu</i>	<b>Principal Mountains.</b>	
<i>Shinshū</i>	<i>Chin-jyu</i>	<i>Chōhaku-san</i>	<i>Chyang-paik-san</i>
<i>Shunsen</i>	<i>Chyung-chyon</i>	<i>Shōhaku-san</i>	<i>Syo-paik-san</i>
<i>Taikyū</i>	<i>Tai-kū</i>	<i>Taihaku-san</i>	<i>Tai-paik-san</i>
<i>Zenshū</i>	<i>Chyon-jyu</i>	<b>Principal Rivers.</b>	
<b>Principal Seaports.</b>		<i>Daidō-ko</i>	<i>Tai-dong-gang</i>
<i>Chinnampo</i>	<i>Chinnampo</i>	<i>Kan-ko</i>	<i>Han-gang</i>
<i>Fusan</i>	<i>Pusan</i>	<i>Kin-ko</i>	<i>Keum-gang</i>
<i>Gensan</i>	<i>Won-san</i>	<i>Oryoku-ko</i>	<i>Am-nok-kang (Yalu)</i>
<i>Jinsen</i>	<i>In-chyong (Chemulpo)</i>	<i>Rakutō-ko</i>	<i>Nak-tong-gang</i>
<i>Jōshin</i>	<i>Song-jin</i>	<i>Tōman-ko</i>	<i>Tūman-gang (Tumen)</i>
<i>Kunsan</i>	<i>Kunsan</i>	<b>Principal Islands.</b>	
<i>Basan</i>	<i>Masan</i>	<i>Kyosai</i>	<i>Ko-jyei</i>
<i>Moppo</i>	<i>Mokpo</i>	<i>Saishū</i>	<i>Chyei-jyu (Quelpart)</i>
<i>Seishin</i>	<i>Chyong-jin</i>	<i>Utsuryō</i>	<i>Ui-leung</i>
<i>Shin-gishū</i>	<i>Shin-wijyu</i>	<b>Principal Bays.</b>	
<i>Toci</i>	<i>Tōngyeng</i>	<i>Chinkai</i>	<i>Chin-hai</i>
<b>Other Towns</b>		<i>Kōryō</i>	<i>Kwang-nyang</i>
<i>Chinkai</i>	<i>Chin-hai</i>	<i>Yeikō</i>	<i>Yong-heung</i>
<i>Chochiin</i>	<i>Tyo-chi-won</i>		
<i>Genshu</i>	<i>Won-jyu</i>		
<i>Junten</i>	<i>Soon-chun</i>		









### ERRATA

- Page 106, Line 6, read "1921" instead of "this fiscal year"  
110, " 25, " "Agricultural" instead of "Agricultural"  
120, " 24, " "Investigation" instead of "Investigation"  
137, " 5, " "in one locality" instead of "is one locality"

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